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Day Care Review

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FOREWORD

In the fall of 1979 the Government of Saskatchewan announced its intentions to undertake a comprehensive review of day care services in the province. The purposes of this review were to include an examination of existing policies, administration and the ability of the present program to meet day care needs in the province. The direction of the day care program for the 1980's was also to be addressed.

An Interdepartmental Liaison Committee was established to facilitate input from the Departments of Continuing Education, Education, Labour, Health and Cooperation and Cooperative Development. The Liaison Committee was responsible for the public hearing process, soliciting briefs from various groups and individuals involved or interested in day care. Public meetings were held in several locations around the province beginning in June, 1980. Submissions to this committee represented the most important data source for the review. Other sources included surveys of day care centre directors and staff and family day care providers as well as interviews with various sectors of the day care community. The baseline data came from the Day Care Needs Study (1978), the Day Care Users Survey (1977), in addition to related literature.

An Evaluation Committee was established composed of the Associate Deputy Minister, the Director of Planning and Evaluation and the Executive Director of Community and Personal Services to assume responsibility for the final day care evaluation to be submitted to the Minister of Social Services. A copy of the final report was to be presented to the Minister in December, 1980.

Readers who may be interested in reading the Appendices or source materials are encouraged to contact The Planning and Evaluation Branch, Saskatchewan Social Services.

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SUMMARY AND RECOMMENDATIONS

This review addresses the issues of quality, quantity and affordability of Saskatchewan day care services as provided under the provincial day care regulations. In order that these issues may be systematically examined and analyzed, it has been necessary to break down the topic of day care into four components which include administration, program training, facilities and finances.

In recent years, numerous studies conducted by professionals in education, psychology, medicine and related areas have refuted earlier fears regarding the detrimental effects of substitute care on young children. Much of this evidence is based on surveys conducted in centres or homes which are providing quality care and indicates that when group care is provided to children by competent staff in a supervised, well-equipped and loving environment, no deleterious effects on children are found. Rather, in some instances, these children may be 'ahead' of peers who were home-reared. This review therefore stresses the need for the development of quality in Saskatchewan's day care program.

The quantity of spaces that are available in this province does not meet the need expressed by parents, particularly by working mothers. Married women have increasingly entered the labour force in order to maintain a decent standard of living, however, there has not been a corresponding increase in required day care spaces. Where spaces are not available, other and often unsuitable arrangements are made. In Saskatchewan, the User Survey (1977) and the Needs Survey (1978) both point out the need for more spaces. The latter study calculates a potential minimum need of over 14,000 spaces. As of March 1980, there were 3,068 regulated day care spaces in the province, indicating the obvious need for a more aggressive policy with respect to the development of new spaces.

In 1979-80, Saskatchewan Social Services contributed $ 2.8 million to day care. The largest portion of these expenditures were subsidy payments made on behalf of low-income families. This study shows that more and more families with young children are experiencing difficulties with purchasing quality day care, due to their low incomes and the ever rising cost of day care. The affordability of day care is a major issue requiring increased financial participation and commitment on the part of the Saskatchewan government.

In addressing the issues of quality, quantity and affordability this evaluation supports the original objective for day care services in Saskatchewan as outlined in the 1973 Day Care Proposal and recommends that:

1. Quality, affordable day care be available to all families whose children require substitute care. This would include children with special needs, children of native families as well as children living in both urban and rural settings.

Administration

In addressing the quantity, quality and accessibility issues, the first area reviewed is the present administrative structure of the provincial Day Care Section. In order that the administrative structure meet the needs of day care in Saskatchewan it is recommended that:

2. Social Services continue to assume the leadership role in the administration of the day care program. The department would initiate and promote program changes in co-operation with other government departments including Education, Health, Co-operation & Co-operative Development and Continuing Education. Municipal agencies also represent valuable resources and support services which must be involved if quality programs in day care are to be provided.

3. The Day Care Section staff be increased by the following positions: one Assistant Director; six Development and Operational/Licensing Officers; four Consultants; two Field Supervisors; nine Clerical staff; one Information Officer; and one Resource Librarian. The administrative structure of the new Day Care Section is outlined in Chapter IV.

4. Functions of the new staff complement be redefined. This would involve the establishment of 2 district teams, consisting of Development Workers (for new spaces only), Operation/Licensing Officers (for existing spaces) and Consultants (experts in areas such as business management and programming) situated in Regina and Saskatoon. Public relations/education and inservice training would continue to be the responsibility of the central office.

5. Serious consideration be given to the further decentralization of the Day Care Section field staff (supervisors, development and operational/licensing workers) to the existing eight Social Services Regions or to comparable districts.

6. The Provincial Advisory Board adopt a more independent posture from the Day Care Section and assume a more active role in advocating new day care policies in the province.

Saskatchewan legislation allows for two types of day care: day care centres and family day care homes, both of which must meet extensive requirements before being licensed.

Under present regulations, day care centres must be incorporated as non-profit societies or corporations or set up as co-operatives, controlled by parent boards. In order to help alleviate the difficulties associated with parent controlled centres, it is recommended that:

7. Parent-controlled boards not be the only option available to centres. Other alternatives which should be encouraged include community boards, social agencies, school boards as well as industry or employer-sponsored centres. Care must be taken, however, that the regulations continue to guarantee parental input and involvement.

8. The requirement that centres operate as non-profit co-operatives or non-profit corporations be continued. Commercial profit enterprises for the care of children must continue to be excluded from the regulations.

Family care providers tend to become isolated, have no job security or power base, are exempt from labour legislation and have little or no access to resources or to inservice training. To begin to address these problems it is recommended that:

9. The government develop and fund the implementation of a satellite system of family day care homes and centres on an experimental basis. A satellite system is one in which the day care centre recruits and supervises a number of day care homes in its immediate vicinity. Such homes can be established to provide care to infants, to sick children or on a short term emergency basis.

10. The government develop and fund the implementation of mini-centres on an experimental basis. Mini-centre or group day care homes offer care to a specified number of children in an extended or modified family residence where the day care provider hires a number of helpers. This type of centre would be particularly applicable to either the care of infants or the care of children in rural areas.

Program Quality

Any discussion of quality programs in day care must be preceded by an investigation of the goals of the particular program. Examination of Saskatchewan's day care services reveals that the primary focus is meeting the needs of employed parents of preschool children, with little attention being directed toward the developmental needs of children or the complex needs of the family. Infants, school-age children, special needs and native children, appear to be almost entirely overlooked in day care services. In consideration of the needs of both children and families, it is recommended that:

11. The expanded focus of Saskatchewan's day care services include all the developmental needs of children. Implicit in this focus are the needs of parents for healthy and safe substitute care settings as well as the support service needs of families.

12. Action be taken to ensure that quality care for all children by initiating infant group care services, by expanding preschool spaces, and by developing further school-age programs. The needs of native families residing off-reserve appear to require particular attention.

13. That both staff/child ratios and maximum group size be upgraded across all age categories of children. The following table summarizes the recommended staff/child ratios and the maximum group size for children up to 12 years of age.

14. For infants in group care settings, stringent controls be established to reflect the need for excellent standards required in the provision of care to very young children. To ensure quality care, staff must have training in early child development and demonstrate the ability to interact with the infants in a warm, nurturing manner.

Recommended Staff/Child Ratios and Maximum Group Size

Age	Staff	Children	Maximum Group Size
Birth - 2 years	1	3	6
2 - 3 years	1	5	10
3 - 5 years	1	8	16
5 - 8 years	1	10	20
9 - 12 years	1	12	24

Child-related training or education has been found to be consistently and strongly related to quality outcomes in day care settings. To begin to satisfy the need for improved child-related training/education opportunities for day care staff it is recommended that:

15. The plans for the implementation of a competency-based Saskatchewan child care worker program containing a one and two year exit route for individuals desiring to work in day care and other child care settings be finalized as soon as possible.

16. Inservice training programs be established in conjunction with the above program in order to facilitate delivery at the local level. Modules of either the one year course and, later, the two year course be made available to inservice day care personnel at one or more convenient locations.

17. The Day Care Section staff take a more active role in encouraging and implementing staff development activities for day care centre staff and boards and for family day care providers.

Recognition of caregiver competencies can be achieved by an official assessment process which would utilize measurements of qualifications and demonstrated competencies in the work environment. Such a certification process would allow existing staff to have their relevant work experience and compentencies recognized. It is therefore recommended that:

18. Certification of directors, primary staff and assistants be a function of a Certification Board comprised of representatives of the Day Care Associations in the province, Saskatchewan Continuing Education and Saskatchewan Social Services. It is recommended that the Certification Board develop a guideline of competencies and abilities which may be assessed either through demonstrated ability and/or through evaluation of previous training. The certification process should reflect levels of competence as well as the various areas of competence required for the particular job being performed. Initiative for the development of this process is expected to come from Saskatchewan Social Services. A permanent secretary who would, under direction from the board, develop and administer the certification process would be employed on a long-term basis to provide continuity.

19. Certification of all day care staff take place within five years of the establishment of the Certification Board guidelines.

The promotion and development of quality day care requires attention to program principles, planning and guidelines. It is recommended that:

20. Guidelines require that each centre and family day care provider develop a written statement outlining the philosophy of the program. Included in the statement would be:

    - a statement of the philosophy concerning care of the children
    - a daily program schedule or timetable
    - individualized program plans for handicapped children
    - guidelines concerning the behaviour and guidance techniques to be used
    - a description of involvement of parents, other adults and volunteers.

21. Guildelines require that a daily program schedule be posted.

22. A daily log of major activities which deviate from the regular program be maintained and available for perusal at all times.

23. Program guidelines which include areas such as infant care, preschool programs, school-age activities, special needs children, and nutrition in day care be developed and distributed to day care board members, staff and family day care providers by the Day Care Section staff in order to encourage high quality programming.

24. A hot nutritious mid-day meal be provided by the centre to children in a full day program.

25. Support services to day care centre boards and staff, and family day care providers be available from the Day Care Section on a regular basis. The four new Consultants should represent a variety of backgrounds and expertise in areas such as administration, early childhood education, and special needs programming in order to encourage, and support the development of a quality program at the field level.

Facilities

Presently, the lack of suitable physical facilities is one of the major obstacles in the development of day care centres. In existing centres, the costs associated with the maintenance and renovation of poor facilities frequently cause financial hardship and a subsequent decline in program quality. Adequate space per child, suitable equipment in centres and homes, and centre transportation arrangements, also directly affect program quality. To begin to solve these problems it is recommended that:

26. The amount of useable floor space per child be increased from 50 square feet to 75 square feet for infants and from 25 or 35 square feet to 50 square feet for all other age groups.

27. For new day care centres and existing centres which relocate, an adjacent outdoor space of 75 square feet per child be required.

28. Family day care homes be required to meet indoor and outdoor space requirements as stipulated in guidelines, in line with those set for centres.

29. The ratio of toilet/basin arrangements which is currently 1:15 children be improved to 1:10 children.

30. Guidelines be set out by Saskatchewan Social Services suggesting to boards that adequate facilities for staff be included in floor plans. Separate washroom arrangements, office and lounge areas be made available to staff personnel, where feasible.

31. The calculation of window area be at least 10% of the floor area for all new centres to allow for natural light and also to provide children with a more natural environment.

32. The Day Care Section be required to establish a resource centre which would contain specialized toys and equipment (for example, language labs) and print materials on quality programming. These materials would be available for distribution to day care centres, boards, and family day care providers.

33. The Day Care Section be responsible for the development of guidelines for the purchase and use of toys and equipment in day care settings.

34. Day care centres be located primarily in residential areas, preferably close to the homes of the children in attendance.

35. Work site day care be encouraged by the Day Care Section when the workplace is a suitable location for a day care centre. Suitable sites might be hospitals, government buildings and some office buildings.

36. Saskatchewan Education encourage the construction of new schools based on a 'community school' model to allow for the inclusion of day care space.

Financial Analysis and Implications

Day care in Saskatchewan has become a costly service for users, particularly to those who are not eligible for government subsidies.

Fees which are kept low so as to be affordable to potential users result in low staff wages, lower quality programs and limited equipment and facilities.

In order to upgrade staff wages and improve program quality the Saskatchewan government must immediately increase its level of funding to day care centres, family day care providers and day care users. It is therefore recommended that:

37. A maintenance grant of $120 per child space per month be implemented in 1981-82 to centres to upgrade staff salaries, encourage hot nutritious lunches, increase staff/child ratios and facilitate the purchase of new equipment.

38. Equipment grants be increased and included in the monthly maintenance grants paid to centres.

39. A variable maintenance grant of $60 per infant space per month be granted to centres to offset increased costs related to higher staff per child ratios in the provision of infant care and $60 per part-time child space per month for part-time care in addition to the basic maintenance grant referred to above. Part-time child spaces would be limited to 10% of the licensed child spaces in each centre.

40. The start-up grant for family day care homes be increased from $100 per home to $75 per child space, and an annual equipment grant of $75 per child space be granted upon annual reapproval/relicensing to a maximum of $400 per home per year.

41. The start-up grant for centres be increased to $650 per child space in 1981-82.

42. A relocation fund be established and administered by the Day Care Section in order to alleviate the financial burden to day care centres when moving. Renovation costs may also be required during relocation and funds to cover these additional costs must be included.

43. Special supervision grants and special equipment grants be increased immediately to $200 and $75 per child space per month respectively.

44. Family day care homes be eligible for the same Special Need Supervision and equipment grants as provided to day care centres.

45. The maximum subsidy be increased to 90% of $230 or $210 for 1981-82 fiscal year and indexed thereafter to keep pace with the cost of living.

46. The turning point for subsidies be increased to $ 1,175 per adjusted monthly income, effective April 1, 1981 and indexed annually to keep pace with the increasing cost of living.

47. Subsidy structures be equalized among family day care homes and day care centres.

48. Day care centre fees not exceed by more than 25% the average fee charged by centres as of March 31st of the previous year.

49. Day care centres be required to forward to Saskatchewan Social Services a copy of their budget proposals and an audited financial statement, before and after each fiscal year respectively.

50. Funds be made available for staff and board development activities to cover wages, honoraria, facility and substitute care costs for day care directors, staff, family providers and board members.

Further Research

If day care in Saskatchewan is to be responsive to the needs of all families with young children, the process of review and research must be ongoing. Several areas uncovered by the review process reflect this need. To this end this review recommends:

51. A separate study to examine the possibility of municipal involvement in financing and/or sponsoring day care.

52. A further study of nursery schools to obtain information regarding the number, location and quality of this type of part-time care. The licensing of nursery schools would become a responsibility of the Day Care Section, Saskatchewan Social Services.

53. An extensive Social Services' review of special needs children served in day care centres and family day care homes; and formation of an interdepartmental committee with representation from Health, Education, and Social Services to review the care needs of special needs children in day care and to recommend an appropriate vehicle for the delivery of this service.

54. A separate study to examine the development and implementation of a loan guarantee fund or guaranteed mortgage plan which would enable centres to obtain funds for down payments and/or guaranteed mortgages for purchase of facilities.

55. A further review of variable maintenance grants to determine the feasibility of including items such as transportation costs (eg. field trips, special events) and special needs children as a component part of these grants.

Proposed Implementation Phases

Program Component	Aspect of Program Improved	Phase I 1981-82	Phase II (2 yrs.)	Phase III (2 yrs.)
A. Standards				
1) Improved space per child requirements	Quality	Existing facilities insufficient to accommodate 933 children who would be displaced by new standards. Recommended for Phase II and III (depending on successful creation of new spaces).	Recommended indoor space: 50 square feet/child; 75 square feet/infant	Recommended outdoor space: 75 square feet/child
2) Improved staff-child ratios & group size		Recommended for Phase II & III (depending on successful creation of new spaces).	Recommended staff/children & Group Size 0-2 yrs. 1 3 6 2-3 yrs. 1 5 10 3-5 yrs. 1 8 16 5-8 yrs. 1 10 20 9-12 yrs. 1 12 24	
3) Documentation of principles/ guidelines		Each centre required to document the philosophy of their program including a daily timetable, program outline, etc.	Continue	Continue
4) Improved toilet-basin/ child ratio		Required for new centres: 1 toilet & basin per 10 children	Recommended for all existing centres in Phase II or III depending on the establishment of Renovation/Relocation Fund.	
5) Improved day care staff facilities		Recommended for new centres; provision of separate staff lounge and toilet facilities.	Recommended for all existing centres in Phase II or III depending on the establishment of Renovation/Relocation Fund	
6) Improved window area		Required in new centres: window area be at least 10% of floor area for new centres.	Recommended for all existing centres in Phase II or III depending on the establishment of Renovation/Relocation Fund.	
7) Provision of hot lunches		Required in new centres	Required in all existing centres	Continued
B. Staff Training 1) Inservice	Quality	Day Care Section take a more active role in staff development activities. Standardize inservice program	Continue to standardize and upgrade program. Introduction of inservice training fund to allow existing staff to receive educational upgrading. Introduction of Honoraria Fund to reimburse resource personnel.	Continue
2) Preservice		Social services support the planned establishment of the Kelsey Day Care Worker Program.	Continue to support the refinement and expansion of program	

Program Component	Aspect of Program Improved	Phase I 1981-82	Phase II (2 yrs.)	Phase III (2 yrs.)
C. Certification of day care staff	Quality	Person contracted to document certification criteria	Certification board established. Full-time secretary hired. Certification proceeds	Certification proceeds
D. Establishment of a resource centre	Quality	Development of plans for a resource centre	Continued development of plans	Establishment of library
E. Day Care board structure	Quality	Day Care Section establish regulations allowing the existence of other types of boards while guaranteeing parental involvement and control. Parent co-operatives and non-profit corporations to be continued.	Acceptance of other board structures (community, social agency, staff, etc.) under new regulations	
F. Day Care Section Staff	Quality Quantity	Staff increased to ensure implementation of new standards and development of new centres and homes. Staff functions redefined and decentralization to regions begins	Staff increased to ensure that new centres and homes are developed in all areas of the province, regulations are met and inservice training is provided	Staff increased to ensure the proper development of pilot projects and expanded roles
G. Pilot Projects	Quality Quantity	Consultants to develop plans for satellite home and mini centre pilot projects	Implementation of 4 pilot projects: - 2 satellite day care systems (1 rural and 1 urban) - 2 mini centre facilities	Evaluation or projects. Introduction of additional projects if shown to be useful alternatives. Inclusion of projects into regular service delivery.
H. Special Care	Quality Quantity	Day Care Section document special regulations for infant, school-age, native, special needs and part-time care.	Establishment of infant care under stringent regulations. Expansion of program to the other groups with emphasis on their special needs	Continued
I. Maintenance Grants	Quality Affordability			
1) General Maintenance Grant		Recommended minimum of $120 per space per month to offset increasing cost of day care services and provide for hot lunches, improved staff salaries and increased equipment needs	Substantially increased to offset the cost of higher standards	Indexed to cost of living
2) Variable Maintenance Grants		Introduction of variable maintenance grant of $60 per infant per month in addition to the general maintenance grant to offset higher staff/child ratios	Introduction of variable maintenance grant of $60 per part-time space per month to encourage the development of part-time care with provision for a maximum of 10% of spaces allotted for such care	Indexed to cost of living

Program Component	Aspect of Program Improved	Phase I 1981-82	Phase II (2 yrs.)	Phase III (2 yrs.)
J. Relocation/Renovation Fund	Quality Affordability	Fund structure investigated and documented by the Section. Development of application procedures	Fund implemented to ensure the affordability of the new standards in allowing centres to move to or renovate facilities	Continued
K. Start-up Grants	Quality Quantity Affordability			
1) Day care centres		Start-up grant increased to reflect the actual cost of starting a centre: $650 per space	Indexed to cost of living	Indexed to cost of living
2) Family day care homes		Start up grant rolled into annual equipment grant of $75 per space not to exceed $400	Indexed to cost of living	Indexed to cost of living
L. Special needs supervision and equipment grants	Quality Quantity Affordability	Special needs grants upgraded to reflect rises in cost of living and expanded to include family day care operators: Special supervision grant = $200 per special child per month; special equipment grant = $75 per space per month	Indexed to cost of living	Indexed to cost of living
M. Loan guarantee fund	Quality Quantity Affordability	Determination of type and amount of fund required to provide low cost loans for mortgages and down payments to groups wishing to purchase facilities	Development of application procedure and administrative processes	Establishment of fund to provide loans to day care boards
N. Provincial Day Care Advisory Board	Quality Quantity Affordability	Assumption of a more active and independent role in taking concerns of the day care community to the Minister and in advocating corrective policy	Continued	Continued

Program Component	Aspect of Program Improved	Phase I 1981-92	Phase II (2 yrs.)	Phase III (2 yrs.)
O. Further Research	Quality Quantity Affordability			
1) Municipal Sponsorship			Study to determine feasibility of municipal involvement and cost-sharing procedures	
2) Nursery schools		Review of present nursery school service with a view to bring them under day care regulations for quality control		
3) Special Needs Review			Interdepartmental review of services provided for special needs children and recommendations for further program development	
4) Loan Guarantee Fund		Review to determine the type and amount of fund, and application and administrative procedures		
5) Review of Variable Maintenance Grant		Review to determine amount of grant and accountability procedures	Evaluation of maintenance grant system	
P. Maximum Fee	Affordability	Maximum fee allowed per day care space not to exceed the average fee of all centres by more than 25%. Mandatory submission of budget proposal and audited statement	Continued	Continued
Q. Subsidies	Affordability	Maximum subsidy increased to 90% of present highest fee:. $210. Turning point increased to $1175. Same subsidy system applied regardless of type of care	Indexed to cost of living	Indexed to cost of living
R. Assistance in Transportation costs	Affordability	Determination of type of transportation fund for field trips, special events and special needs children. Examination of transportation subsidy to parents	Development of application procedures	Establishment of fund to assist centres and users with transportation costs

CHAPTER I

1. INTRODUCTION

1.1 Background

In the Throne Speech delivered in the fall of 1979, the government announced its intention to undertake a comprehensive review of the day care program in the province. This was reiterated by the Minister of Social Services, the Honourable Murray J. Koskie, in a press release dated October, 1979.

The first major reason given for this undertaking was that there had not been a major evaluation of the day care program since its inception in 1974. Secondly, a review was regarded as being necessary for the successful resolution of several problems identified by day care providers, day care users, departmental staff and community interest groups. Thirdly, a day care evaluation would provide government with valuable data with regard to long range planning of children's services. Additional information contained in the study, Day Care Needs and Demands in Saskatchewan (1978), which was a province-wide survey of day care needs in Saskatchewan, provided concrete evidence that a considerable demand for more licensed day care spaces existed throughout the province.

The terms of reference were defined, indicating the purpose of the evaluation and outlining areas of specific focus:

Purpose of the evaluation:

To undertake a detailed examination of the policies, administration and impact of the day care program as it currently operates in Saskatchewan.

To make recommendations regarding the direction of the day care program in Saskatchewan for the 1980's.

Areas of specific focus:

1) A review of the historical development of the Saskatchewan day care program.

2) A review of policy effecting the basic design of the day care program, including a review of regulations.

3) An indepth examination of the operation of the neighbourhood day care and family day care programs and how they interface with other similar governmental services for young children ages twelve years and under.

4) An administrative review of the structure and responsibilities of the Day Care Section, Saskatchewan Social Services.

5) A critical examination of the current and future need for licensed day care services in Saskatchewan with specific attention given to the potential impact of increases in licensed spaces upon the work place, employment opportunities for women, the mode of service delivery as well as the impact upon existing governmental resources.

6) An examination of the level and method of financing day care from government and non-government sources.

7) An examination of the community involvement in day care centres with specific examination of the requirements for parent control of day care boards.

An interdepartmental Liaison Committee was established with representation from the Departments of Social Services, Education, Continuing Education, Labour, Health, and Co-operation and Co-operative Development. Some of the committee's responsibilities included providing advice on the project, providing liaison between departments, reviewing written material and meeting with individuals and groups in the province who wished to present their views on day care. The committee held its first meeting on January 10, 1980. The research, analysis, and report preparation for the project was the responsibility of staff of the Planning and Evaluation Branch, Saskatchewan Social Services or persons contracted by the Branch.

The final day care report was to be the responsibility of the Evaluation Committee. This committee was composed of the Associate Deputy Minister, Director of Planning and Evaluation and Executive Director of Community and Personal Services Division, Saskatchewan Social Services. December, 1980 was the target date for completion of the study and presentation to the Minister.

The evaluation has been limited to the review of day care services provided by Saskatchewan Social Services, therefore it excludes those programs administered by the Department of Northern Saskatchewan.

1.2 Methodology

The methodology included an examination of the briefs and submissions, a review of the literature, interviews with individuals in day care and related fields in addition to a questionnaire survey of day care providers and workers in the province. A discussion of each of these methods is described below.

1.2.1 Briefs and Submissions

The briefs and submissions comprised one of the most important aspects of this study. (See Appendix F for a listing of submissions).[1] All submissions received by the Planning and Evaluation Branch were reviewed and analyzed. (A summary of this analysis is contained in Appendix E). Relevant data from this information service appear throughout the report.

1.2.2 Review of the Literature

A review of literature was undertaken. Primary concentration was upon research relevant to the task at hand. Time constraints, however, did not permit an exhaustive review of the literature. Information from this exercise is presented where relevant throughout the report as one component of each issue reviewed.

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[1] Interested readers are asked to write to the Planning and Evaluation Branch, Saskatchewan Social Services, for copies of the Appendices to the report.

1.2.3 Interviews

In order to gain direct information about day care, four members of the research team conducted several interviews with individuals knowledgeable about day care. These interviews were conducted either in person or by telephone. Before initiating interviews, an interview questionnaire was developed to ensure comprehensive coverage of the various issues. The information received is included in the appropriate sections of the report. A list of those interviewed is contained in the bibliography.

1.2.4 Questionnaires

To ensure that a complete provincial overview was obtained, a series of questionnaires were designed for day care directors and staff and family home providers. (See Appendix A). Questionnaires were distributed to 159 family home providers, 60 directors and approximately 377 centre staff.

The overall response rate was 50.7 per cent. Seventy per cent of the directors, 47.2% of the centre staff and 51.6% of family home providers responded. For statistical purposes, this was deemed to be sufficient.

Two other data sources used extensively throughout the review were The Day Care Needs Study (1978) and the Day Care User Survey (1977). These surveys proved useful when examining issues concerning usage and demand for day care in the province.

The remainder of the report is set out in seven sections. Areas covered include: Overview of Day Care Issues; Historical Background, Structure and Function of the Day Care Program; Program Quality; Extending the Quality Program; Facilities; and Financial Assessment.

CHAPTER II

2. AN OVERVIEW OF ISSUES IN THE DAY CARE FIELD

While day care has been offered as a means to many different ends, including the reduction of welfare dependency, the promotion of child development and the provision of compensatory education, in recent years it has largely been a response to the increasing labour force participation of women. This chapter presents these and related issues under the major topics of the value, the functions and the sponsorship of day care.

2.1 Value of Day Care

One of the more controversial issues in the area of day care involves its effects on children. Traditionally the family, particularly mothers and grandmothers, provided care for the young. Such an environment was presumed to be the best, perhaps the only place for the adequate nurturing of children. Separation of children from the family was considered to be destructive to their normal development. As the most radical departure from traditional patterns of care, group day care has been subjected to considerable negative public attention.

Maternal deprivation and the possible development of psychopathy in the child were the basis of early fears about group care. Any type of maternal separation was considered tantamount to maternal deprivation (Clifford, 1973). The child's ability to function adequately was considered to be directly related to the length of time he/she was separated from the mother. As documented in numerous clinical studies (Bowlby, 1966), maternal deprivation appeared to have the most damaging long-range effects if it occurred during the first three years of life. Thus, at the policy level, day care for children under three and, by inference, the employment of mothers was discouraged.

However, most of the early research (Bowlby, 1966) which addressed this maternal deprivation thesis was done on children residing in institutions and orphanages. Therefore, the evidence was based on

unsystematic case studies in which maternal separation was only one variable in a whole array of unfavourable conditions. Hunt (1961) and Bloom (1964) began to re-examine the original research arguing that group care can actually be favourable to child development in the intellectual, social and emotional areas.

To provide a better understanding of the impact of group child care on children, a review of the recent literature was conducted. Some caution, however, should be exercised in interpreting these results as the studies were generally conducted in high quality care situations.

2.1.1 Cognitive Development

When intellectual development was measured by standardized tests, no significant difference was found between children with day care experience and their matched controls (Caldwell, Wright, Honig and Tannenbaum, 1970; Cochran, 1977; Daoyle and Somers, 1978; Fowler and Khan, 1978; and Kearsley, Zelazo, Kagan and Hartmann, 1975). However, when children from economically disadvantaged backgrounds were compared, initial gains in intellectual development were found for those children in day care settings (Fowler, 1978). These significant gains disappeared by school age and may have been a result of the decreasing staff ratios and subsequent lessening of stimulation as these children entered the preschool years. In another study the results indicated that when low income children who had been in group day care from infancy until age three were compared with children of a similar cultural and economic background, reared at home, the group care children had significantly higher scores on a standardized intelligence test. Benefits to these children were clear even though the settings were not of unusually high quality. Results of these studies infer that day care can often enhance intellectual development, at least over the short term.

2.1.2 Emotional Development

The focus of most studies on the emotional development of young children in day care settings has been the mother-child bond and separation anxiety. Observing Swedish toddlers in home situations, Cochran (1977), found no overall developmental differences between home-based and day care children in a separation situation. Doyle and Somers (1978) reported that home-reared toddlers displayed more crying behaviour and played significantly less than children in substitute care situations. In another study (Portnay and Simmons, 1978), children with different rearing patterns showed no significant differences in attachment responses. Kearsley, Zelazo, Kagan, and Hartmann (1975) also found that children reared in home versus day care did not differ in crying behaviour when separated from the mother in a laboratory situation. Craig and Ramey (1977), in a somewhat modified methodology which included the day care-reared child's substitute caregiver as well as the mother, noted that children overwhelmingly preferred to be near to and to interact with their mothers rather than their substitute caregivers when faced with a mildly difficult problem.

It would, therefore, appear from these studies that disruption of the mother-child attachment does not frequently occur, especially in high quality day care settings.

2.1.3 Social Development

Much of the research concerning the social outcome of day care focuses on relationships of the child with his/her peers. Kearsley (1975) found no difference in social interactions between day care and home-reared infants. Rubenstein and Howes (1979) studied 18 month old infants in a community-based day care and compared their social interaction and play behaviour with that of home care infants. In day care, the peer interactions seemed to contribute to higher developmental play levels and to facilitate separation from adult caregivers. The study seemed to suggest that peers at this age play an important role

in raising the ability of infants to interact with objects in the environment. Johnson (1979) found that three-year-old children in day care exceeded their counterparts in the amount of time they spent co-operating with others. Earlier, however, Doyle (1975) had shown that younger children (average age of 18 months) in group care initiated fewer social interactions than did home-based children. These discrepancies may be due to the age differences in children. As noted by Johnson (1979), social behaviour is primarily developmental, that is, it tends to be a function of age and maturation. This would, therefore, partially explain the discrepant findings.

Some studies have described the social interactions of day care children with adults. Although this has been examined to a lesser extent, some results are helpful in understanding the social development of children in day care settings. Using children at the Syracuse Children's Centre, Schwarz, Strickland and Krolick (1974) found that day care children become more aggressive, both physically and verbally, toward peers and adults than did home-reared controls. However, Macrae and Herbert-Jackson (1976) reported conflicting results using similar measurements. They found that day care-reared children not only co-operated equally as well as home reared children with adults but also got along better with their peers. These researchers explained the discrepancies as possibly program specific effects. Harper (1978) found no meaningful differences between day care and non-day care children but the data indicated that day care centres provide resources and experiences which enhance the social development of the child. He reported that the day care child has a more diffuse set of identifications with adult figures because a larger number of adults are seen more frequently than in the home-reared child's nuclear family setting.

The existing data seem to indicate that day care-reared children show increased interaction with and, in some settings, aggression toward both peers and adults than home-reared children. However, the social development of day care-reared children may be somewhat enhanced by the number of social interactions available.

2.1.4 Effects on the Family

Because there has been limited investigation of the effect of day care on the family, the following discussion reflects this paucity. Harrell and Ridley (1975) indicated that satisfaction with substitute child care was positively related to maternal work satisfaction while in turn, work satisfaction and quality of mother-child interaction were positively correlated with one another. Fowler and Khan (1978) focused on the family by examining the home environmental changes of children enrolled in a day care centre early in infancy. Day care parents were involved in a program in parent guidance but home parents were not included. Using Caldwell's Inventory of Home Stimulation, Fowler and Khan (1978) rated the two groups of families. Overall, the day care families appeared "to gain over the home-rearing families during the early development of their children, between one and three years of age, particularly in areas concerned with cognitive stimulation" (p. 46). However, during the early preschool period, the day care families tended to lose these gains. By the late preschool period, the two groups had again converged. Some of these trends were attributed to the lack of the program guidance for home based families, or the decreased intensity of the program for day care families during the preschool years. The researchers concluded that the parent guidance program served an important role in encouraging day care parents to stimulate their children and acknowledged its potential value to home-rearing parents during the early development stages of their children in enhancing their early development.

Each of these studies are notable, not for the findings presented here so much as for the contribution they make in moving toward an understanding of the effect of day care upon families.

2.2 Functions of Day Care

The debate over day care has been complicated by disagreements over its purpose and benefits. This section identifies these issues and emphasizes the impact of the increasing labour force participation of women upon day care.

2.2.1 Social Service Function

In the past the social service aspect of group care was dominant. It often served only the "custodial" or "protective" function with children from poor or "problem" families given a minimum of provision. Group care was only provided out of extreme necessity, as in a crisis situation.

Day care has also served as a method of contributing to "early detection and remediation of emotional and learning disabilities and of providing compensatory experience for children from economically or socially disadvantaged homes" (Schulz, 1978).

It was extended to enable single parents to work and thereby keep the family off welfare. This type of day care, viewed as an attempt to break the poverty "cycle", was sponsored by charitable and philanthropic organizations.

In more recent years, organizations such as The Child Welfare League of America (1972) have challenged the assumption that day care should be designed primarily for families with problems and administered as direct, charitable relief. It is increasingly being considered a "right"; something the contemporary family needs and deserves. This changing attitude towards day care raises the problems of its availability and quality. It also tends to give a larger day care role to government and other quasi-governmental agencies.

2.2.2 Educational Function

Many people view day care as one way to improve children's language skills, abstract thinking and problem solving abilities. Others believe it can prepare children for the educational system by stimulating their physical, intellectual, and emotional growth. Children can be given the opportunity to socialize with other children and to establish support relationships with other adults. Some regard the social value of such a service in terms "of its benefits to the community as a whole" (Leslie, 1978), raising the question of society's

responsibility to pre-school children and posing the possibility of day care as a universal service.

Opponents to the expansion of day care services as an educational or developmental service provided on a universal basis stress that the raising of children is a private and parental responsibility.

Day care, however, should not be seen in isolation from the family, but rather as a supplement to it, offering supervisory, custodial care and quality enrichment to children while parents are away from home. By allowing parents to continue to control and have direct input into their children's program, day care as a support service to families will be preserved.

2.2.3 Economic Function

As the cost of living in Canada rises, both parents are increasingly forced to work to maintain the family's relative standard of living. Also an increasing number of single-parents are entering the labour force to support themsleves and their children. In Saskatchewan, the labour force participation rate of this group stood at 48.9% in 1976.

The growth in women's employment is a major factor in the increasing need for day care. In 1901, 14% of the Canadian adult female population were members of the labour force. In 1971, the percentage had risen to 40% of the labour force.

Between 1964-1974, the participation rate of single women in Canada grew at a rate of only 0.7% per year (from 49.3% to 51.9%). In the same period, the participation rate of married women grew at a rate of 1.3% per year (from 24.1% to 36.7%). Between April 1967 to October 1973, this participation rate grew even faster at a rate of 2.3% per year (from 21% to 35%).

The statistics in Saskatchewan are very similar to the national data. The labour force participation rate of Saskatchewan women, aged 20-24, increased from 34% (45,000 women) in 1961 to 61% (94,000 women) in 1979. (Statistics Canada). In 1976, there were 65,400 employed mothers with children under 18 (60,000 two-parent families and 5400 single parents). Forty per cent of mothers with children under six were working outside of the home. Approximately 32,600 children under six and 60,000 children ages 6 - 12 had working mothers. In total 92,600, or 45% of all children under 13 had working mothers (1976 census).

Since most of these women appear to work for financial reasons, they are forced to assume a "double burden" of responsibility for the maintenance of the home and for earning an outside income, both without the availability of a comprehensive child care system. The lack of quality care, however, does not keep mothers at home, but rather forces children into unsatisfactory child care arrangements (Women's Bureau, Saskatchewan).

Regarding the current lack of quality day care, the Saskatchewan Women's Division notes that:

> Lack of day care hinders working women in finding and maintaining employment and often prevents women from seeking employment. Lack of spaces forces parents to make unsatisfactory child care arrangements. Because of the lack of child care, employers are reluctant to hire mothers, place them in positions of responsibility, to provide them with training opportunities. Some mothers are unable to enter the work force because they can't make satisfactory arrangements for child care. Employers consider young working women and mothers high risk employees since the potential mother may leave her job at any time for her children ... The availability of day care does not mean that all women will work, but it does mean that all women will have an opportunity to work if they wish. (Child Care Needs of Working Mothers, p. 3, 1980).

The ebbs and flows of day care provision have been consistent with economic ebbs and flows. When there is a labour shortage, as during the Second World War, attitudes toward women working and day care are positive, but in times of recession and unemployment an attempt is

made to encourage female workers to desert the labour force. However, day care has become an important issue for all working parents which may help allay the attitudinal and policy fluctuations that go along with swings in the market economy.

2.3 Sponsorship of Day Care

2.3.1 Social Responsibility

In a review of day care programs of other countries, it is noted that North America is one of the few developed areas in the world that does not have extensive child care programs (Weathers, 1980). The Soviet Union has put $1 billion into new centres in the last two years. The system serves 13 million children. The French have an extensive nursery (creche) system, free kindergarten for children over three, state-licensed agencies that place children with volunteer sitters and some 200,000 professional nannies. Day care in Sweden is available primarily to parents who work or study and a fee is charged according to family size and income (varies from 25¢ to $5 per day). In 1977, Sweden had 133,000 full-day spaces, 104,000 half-day spaces and 86,000 family day care spaces, for a total of 323,000 spaces. In other countries, state/business-sponsored day care and corporate innovations allow parents flexibility in meeting child care needs. In West Germany, for example, about one-half of the white-collar workers can tailor their own schedules through "flex-time".

In Canada no agreement has emerged as to the proper role of government in the day care field. The lack of an articulated social policy has resulted in all governments responding to demand as required rather than enunciating clear policy goals.

Single parents and low income families, who are the most vulnerable in our society, illustrate clearly the need for government intervention. In many families, the demands of the job leave little time and energy to meet the needs of the family. Job pressure, job satisfaction, and number of hours spent on the job all affect the parents' capacity to care for their children and plan alternate care. The

provision of day care services is a way whereby the government can share in the responsibility of child care and allow parents to spend more time outside of working hours with their children.

In meeting this goal, government day care policy should be formulated around three crucial and interdependent elements - quality, affordability and accessibility.

2.3.2 Types of Sponsorship

Day care spaces may be sponsored by public groups such as municipalities , community boards, parent co-operatives and commercial enterprises. The degree to which each of these forms of sponsorship exists in Canada is indicated in Table 1.

TABLE 1

Sponsorship of Centres in Canada, 1979

Type of Sponsorship	Centres	Spaces	% of Spaces
Public	171	6,215	7.4
Community board	900	33,119	39.4
Parent co-op	107	3,200	3.8
Commercial	1306	41,549	49.4
Total	2484	84,083	100.0

Source: Status of Day Care in Canada, Canada Health and Welfare 1979.

According to these statistics nearly one-half of day care spaces in Canada are operated on a profit-making basis, community board-sponsored spaces account for almost 40% and public and parent co-operative boards represent the remainder.

Saskatchewan's percentage of non-profit spaces is the highest in the country (Table 2). Over 90% of our spaces are operated by non-profit parent groups, in the form of co-operatives or incorporated as societies or non-profit corporations.

TABLE 2

Private and Non-Profit Day Care Spaces, by Province

	Private	Provincial %	Non-Profit	Provincial %
Ontario	32,890	55.0	26,910	45.0
Nova Scotia	5,950	70.0	2,550	30.0
Quebec	3,933	23.0	13,167	77.0
Alberta	7,004	46.0	8,221	54.0
New Brunswick	1,873	60.0	1,249	40.0
Manitoba	583	11.0	4,721	89.0
British Columbia	5,805	30.0	13,544	70.0
Saskatchewan	157	5.3	2,806	94.7
Day Care Spaces	58,195	(44.3%)	73,168	(55.7%)
TOTAL:		131,363.		

Source: Department of Labour. Women's Division. Questionnaire returns from ten provinces, 1980. Estimates were provided by 8 of the ten provinces. Newfoundland and Prince Edward Island are not included.

To better understand these two types of care, a brief description of some of their main characteristics is outlined below.

Profit or commercial forms of child care usually reflect the motives of the operator, and are administered for the purpose of financial gain. The proprietors of these centres "tend to pay the lowest salaries, cut costs to the bone and have the highest number of unsubsidized parents" (Krashinsky, 1977).

It has been pointed out (Ross, 1978) that there is a basic contradiction between profit and quality as centres cannot be run profitably except at the sacrifice of quality. In addition, from a moral and philosophical point of view it is considered objectionable to treat children as sources of income.

In Saskatchewan, new commercial centres have not been allowed since 1973. As a consequence the proportion of commercial operations has been steadily decreasing and by 1980, only 4.2% were commercial. The trend has been the opposite in other provinces, particularly Alberta and Ontario.

Non-profit day care on the other hand, is largely financed through taxes. It is usually controlled by provincial or municipal government and is often developed to meet the needs of the disadvantaged. In Alberta, such centres tend to be operated by municipalities and in Ontario, by city governments.

In Saskatchewan, municipal sponsorship has been largely ignored. McKee (1978), however, has documented many advantages of municipal day care centres. He states, for example, that they tend to have more sources of funding and are generally more stable financially. Continuity of the care of children then is assured. They also have reputations of being innovative and creative, offering alternatives or modifications of the service. Centres, for example, may serve as 'training placements' for students. Another advantage of municipal centres is that workers are often organized. They offer the best wages and working conditions and therefore attract well trained personnel.

A major weakness, however, is the lack of provision for parental input in the structure of municipal day care. The centres are centrally administered by the government which defines clearly the policies for programming and staff. Such centres also tend to be slow in response to need since funds for expansion must follow the political and bureaucratic process. Also, there may be no incentive to hold down costs as they are supported by taxes.

Despite these weaknesses, the feasibility of municipally controlled day care should certainly be explored. It is recommended that an extensive study is undertaken in order to examine the mechanisms by which municipalities could become involved in the provision of day care services.

In addition to municipal sponsorship, there has been considerable debate about the potential role of the educational system. Advocates of involving education observe that classrooms are becoming vacant and that there is a surplus of well-qualified teachers. The schools could provide a stable ongoing base and relieve the onerous task of fund raising by sponsors. Also, eligibility criteria for children to enter the system would eventually vanish, requirements for staff would be improved to meet school standards, and salary levels would become commensurate with those of school teachers.

Opponents maintain that day care is not necessarily an educational service and that control of day care by schools will "institutionalize" the care of young children.

The debate seems to emphasize the differences and incompatabilities between the educational system and other systems. Rather than devoting time and effort to transferring jurisdiction for whatever rationale, programmers and policy-makers should be addressing the need for co-ordination among all sectors of the community in the delivery of day care services.

Another type of non-profit sponsorship of day care, which offers a high degree of parental involvement is the co-operative model. This type is usually directed by a board composed of parents or other interested community persons. In Saskatchewan, this model is actively supported by the Department of Co-operation and Co-operative Development. The extent of this activity is notable when one considers that one half of the current day care centres in the province are organized on the co-operative model.

In the pure form of the co-operative model parents actually provide the child care themselves. In reality this is a rare occurrence outside of college campuses as parents do not often have the time, experience or motivation to staff their own centres. The more common arrangement involves care by hired professionals in the centres owned

by the parents. Success of the operation depends upon a consensus of goals and methods of practice in the centre among parents and staff. Disadvantages of co-operatives include the unevenness of programming, untrained parents, irregularity of scheduling, part-time participation and the large number of parents involved.

Given the benefits of the co-operative approach, this review recommends that the Department of Co-operation and Co-operative Development continue to assist in the development of day care centres. This approach will require continued co-operation with the Day Care Section staff. Through such co-operative efforts, however, the quality and quantity of day care centres in the province will continue to be enhanced. Parents'control and involvement in day care programming will be guaranteed in the process.

CHAPTER III

3. HISTORICAL BACKGROUND

3.1 Canada

Federal government involvement in day care did not emerge until the Second World War, at which time women were urged to leave their homes to work in war industries or on farms to free men for war service (Hepworth, 1975).

> World War II represented a significant if temporary shift in the public view of day care. No longer a form of charity to poor children or as a temporary help to damaged families, day care became a way to free badly needed mothers for work in essential industries (Krashinsky, 1977).

The recruitment of women into industry placed heavy strains on existing day care centres. It became apparent that additional arrangements would have to be made for women with small children. Thus the crisis of a war had elevated child care to a national need.

In March, 1942, the federal government passed an Order-in-Council authorizing the Minister of Labour to enter into a cost-sharing agreement with any provincial government interested in establishing day care facilities. Under this Dominion-Provincial Agreement, government subsidies were to be given for setting up day care centres. The federal government also stipulated that at least 75% of the nursery spaces provided were to be given to children whose mothers were working in essential industries. Mothers who had to work but whose jobs did not fit within the narrow definition of "essential industry" were denied access to day care. The agreement covered children from two to 14 years of age and costs were shared equally between the federal and provincial governments. Under this agreement, day care was to be more than custodial, it was to include a developmental program for children (Krashinsky, 1977).

Ontario was the only province to act under the agreement, setting up the Day Nurseries Branch within the Department of Public

Welfare (Schulz, 1978). Saskatchewan and the Maritimes felt that their regions were insufficiently industrialized to have a day care program. Quebec showed some interest in participating under the agreement but was unable to make the necessary arrangements provincially. British Columbia and Manitoba felt that their needs could be met by using alternatives to group care. Alberta initially signed an agreement but withdrew after an advisory committee reported that there was no need for day care.

When peace was declared, the Dominion-Provincial Agreement was terminated. Perceiving that the need for day care had ended with the crisis, the federal government withdrew day care support, advising the province of Ontario that in peacetime, day care was a provincial responsibility. Groups organized themselves and protested such that the provincial government passed the Ontario Day Care Nurseries Act which came into effect on the day the federal agreement terminated, June 30, 1946.

It was not until 1966 that the federal government again became involved in providing national assistance to day care services. The Canada Assistance Plan Act (CAP) reactivated the federal and provincial governments' agreement to share equally in the cost of providing day care to families in financial and social need. In March 1974, National Health and Welfare Canada introduced new guidelines for the provision of day care services for children under CAP. The objective of these changes was to enable the provincial governments to make day care services more readily available to low income families with a real need for day care. CAP shares in day care expenses for families which, in addition to being in financial need, fall into one of the following categories: a single parent family in which the parent is working, in school, undergoing medical treatment or in a rehabilitation program; a two-parent family in which one parent is working and the other parent is working, in school, incapacitated, undergoing medical treatment or in a rehabilitation program; any family

for which a social welfare agency feels that day care will protect the child physically or developmentally or meet special needs of the family or the child. Initially, the federal government shared only in salaries for staff, but later changes extended financing to all day care costs, including capital and equipment costs (1975 Amendment to the Canada Assistance Plan Regulation).

3.2 Saskatchewan

3.2.1 Government Day Care Policy: 1969-1973

Saskatchewan's first legislation governing day care came under the Child Welfare Act in July, 1969. These regulations were further revised by an Order-in-Council in March, 1971. The standards that were set pertained mainly to physical and health regulations and emphasized the custodial nature of the services. Anyone wishing to establish day care services had to demonstrate the need for such services before a license was issued. The Director of Child Welfare reported to the Minister of Welfare on the fitness of the applicant to operate a centre and the suitability of the premises. Children under 18 months were not admitted and handicapped children were taken only if staff were sufficient in number and adequately trained to provide the requisite attention. It was the responsibility of the Director of the Community Special Care Services Division, Department of Welfare, to administer these regulations.

Centres were eligible for financial support from the provincial government consisting of a starter grant of $10/space or a grant of up to $40/space to enable operators to meet licensing requirements; and an operating grant of $5 per space per month. In addition to this, a subsidy of 50% of $75 or the actual fee whichever was less was available to people on social assistance[4]. This subsidy was paid

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[4] To determine if a person or family qualifies for social assistance, a needs test is applied. In a needs test, a budget which includes food, shelter, utilities and other personal needs is calculated and balanced against the resources available to that person or family.

directly to centres on behalf of parents who qualified.

Parent subsidies were also available to low income families. Families, whose income did not exceed the provincial assistance rates for that particular family size by more than $122.50 per month received a partial day care subsidy. In addition, liquid assets of $1,500.00 per family were applied.

As of December 1973, there were 35 licensed day care centres with approximately 875 spaces. It was estimated that one-half of the centres were privately operated while the remainder were established as co-operative or nonprofit societies.

A study conducted by Department of Social Services in 1973 showed that a relatively low number of families using day care centres were in receipt of subsidies, suggesting that day care spaces were used mainly by middle or higher income families. As of March 31, 1973, of the 93 families who were receiving a subsidy, only a few were receiving the maximum of $37.50. No statistics were available regarding family day care usage.

3.2.2 Government Day Care Policy, 1973 - Present

In November 1973, the Saskatchewan government set up a special committee[5] under the auspices of Saskatchewan Social Services to study day care services and needs in the province. In February 1974, an announcement was made by the government that support for day care would be increased. The budget was subsequently increased from $200,000 in 1973 to $2 million in 1974. The new day care program was consolidated in an amendment to the Day Care Regulations under the

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5 Government departments involved included Social Services, CORE Services, Human Resources Development Agency, Public Health, Co-operation and Budget Bureau. Discussions were also held with various persons outside the government who were closely involved in day care (Day Care Proposal, 1973).

Family Services Act, September, 1975.

Under this program, two basic types of day care were suggested, each having individual guidelines and grant arrangements: approved family day care homes and licensed neighbourhood day care centres. All centres were expected to operate on a non-profit basis under the Societies Act or the Co-operatives Association Act. Grants were not to be made to private centres. Existing private centres were allowed to continue to operate, however they were not to expand unless they incorporated on a non-profit basis with a majority of the Board of Directors being user parents.

The objective of the day care program as implemented in 1974 was to promote the growth and development of day care services for children and to provide or support these services so that they would eventually be made available to all families in Saskatchewan.

The four major objectives outlined in the day care program (Department of Social Services Annual Reports, 1973-1980) were:

1. to maximize parental control and participation in the provision of day care services
2. to give parents an option in the type of day care services available
3. to facilitate access to day care services for parents across all income ranges
4. to ensure a good standard of physical and emotional care of children.

The priority groups were similar to those outlined in the federal Canada Assistance Plan.

The basic components of the new program were as follows:

1. Family day care - supervised care of not more than eight children under twelve years of age in a private residence for a daily period not exceeding ten hours.
2. Neighbourhood day care centres - specifically designed places (other than the children's own home) usually

serving children up to twelve years of age for part or all of the day and for a continuous period not exceeding ten hours.

A Day Care Section was established in Saskatchewan Social Services in 1974. Its responsibilities are discussed in Chapter IV. The Department of Co-operation and Co-operative Development was designated to provide expertise to centre Boards in consultation with Section staff. The Department of Education was to assist in classroom training of personnel and CORE Services was to identify special needs of handicapped children.

As mentioned earlier, the budget for day care was increased substantially in 1974 to allow for the development of the new program and to increase the amount of grants and subsidies to be paid to parents and to centres. The new rates were as follows:

1. Neighbourhood Day Care Centres:

Start up grant:	$100/licensed space (new centres)
Development grant:	$ 50/licensed space (existing centres)
Renovations:	$100/licensed space (new and existing centres)
Day Care Fees:	determined by Board of Directors maximum of 80% of day care fee up to a maximum of $80 per child (monthly).

2. Family Day Care Home:

Start up grant:	$ 50 per family home
Subsidies:	75% of the fee to a maximum of $60 per child (monthly).

New day care regulations came into effect in August 1975, establishing new licensing standards, a family day care program, out-of-school programs as well as the new grant and subsidy levels described above. A special supervision grant for handicapped children of $50 per child per month was made available, plus a pilot project grant of $50 per month per child for specialized equipment.

In 1976-77, the start-up grants for new centres increased from $100 to $200 per space. This amount was again increased in 1978 to $400 per space. In 1978, start-up grants to family day care homes were increased to $100.

In the calculation of parent subsidies, the allowable deduction for each dependent child in the family under 18 years was increased to $100 per month from $50 per month. The adjusted family income[7] at which a family is eligible for maximum subsidy was established at $400 per month. In 1976, this was increased to $450, in 1977 to $825, and in 1979 was adjusted again to $875.

In 1977-78 a 40-hour training course was made available to day care centre staff and family day care home operators through the regional community colleges.

Regulations were amended in 1976-77 so that handicapped children who were in day care centres for a minimum of five hours per week were eligible for the special supervision grant replacing the previous requirement of 5 hours per day. In 1978/79 the special supervision grant was increased to $150 per month per child for supervision costs and $50 per month for equipment. In exceptional cases, this amount could be $100 per month for equipment.

In 1977-78, the maximum subsidy to parents for day care services was increased to 90% of the day care fee to a maximum amount of $140 per month per child. In 1979, the maximum amount became $150 per month. For family day care, the subsidy was increased to 80% of the fee to a maximum of $100 per month per child. In 1979, this was increased to 90% of the fee to a maximum of $120. In this same fiscal year, Saskatchewan Health, in conjunction with the Day Care Section, developed health inspection guidelines for day care centres.

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7 Adjusted family income is, for the most part, gross income minus $100 per month per dependent child.

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3.2.3 Day Care Growth, 1970-1980

In the past decade there has been substantial development of day care in Saskatchewan, in terms of the number of spaces available and the grants and subsidies provided by the Department of Social Services. Tables 3 and 4 illustrate the growth of spaces and centres since 1971 and of family day care homes since 1976. In day care centres, the number of spaces increased sporadically over the period 1971 to 1980. The only exception to this was a decrease of 35 spaces between 1977 and 1978. The rather uneven growth over the ten years can be attributed to a number of variables, including the difficulties encountered by parents in developing centres and the high mortality rates experienced by centres in their first year of operation. The large increase shown for 1974-75 appears to have been a result of increasing public demand and government funding.

The Family Day Care Home program was implemented in February 1976. During the first full fiscal year of operation, 117 spaces were approved, followed by an increase of 219 in 1977-78. Since 1978 however, the number of spaces have increased minimally. This phenomenon of high take-up rate followed by a levelling or possible decline is fairly common with new programs. It probably also is indicative of the high turnover rate among providers.

Table 5 illustrates the growth in spaces for all age groups. A number of noteworthy trends can be observed in this data:

1. A decrease in the number of infant spaces in day care centres is evident due to the 1975 day care regulations which no longer permitted group care for infants in centres. A substantial increase in infant day care spaces in family day care homes occurred in 1977-78 followed by a levelling off and a decline in 1979-80.

TABLE 3

Number of Day Care Centres and Family Day Care Homes

Fiscal Year Ending	Centres	% Increase	Homes	% Increase
1971	30	--	--	--
1972	27	-10 %	--	--
1973	29	7 %	--	--
1974	33	14 %	--	--
1975	41	24 %	--	--
1976	43	5 %	2	--
1977	50	16 %	39 *	1850 %
1978	48	-4 %	112	187 %
1979	51	6 %	159	42 %
1980	56	10 %	159	0
Average Annual Growth Rate		7.2 %		198.6 %

Source: Saskatchewan Social Services Annual Reports; Unpublished Day Care Section Statistics.

* Family Day Care program was introduced in January 1976 with the first homes approved in March of that year.

TABLE 4

Day Care Spaces by Centres/Homes

	Day Care Centres		Family Day Care Homes	
Fiscal Year Ending	Spaces	Annual % Increase	Spaces	Annual % Increase
1971	636	--	--	--
1972	691	9 %	--	--
1973	884	28 %	--	--
1974	963	9 %	--	--
1975	1320	37 %	--	--
1976	1481	12 %	6	--
1977	1838	24 %	117	1850 %
1978	1803	-2 %	336	187 %
1979	1957	9 %	526	57 %
1980	2243	15 %	556	6 %
Average Annual Growth Rate		15.0 %		210.3 %

Source: Saskatchewan Social Services Annual Reports; Unpublished Day Care Section Statistics.

2. A steady growth in facilities for young children between the ages of 18 months and 5 years is apparent (pre-school). To a large extent this growth is directly related to the availability of public subsidies and grants and to the expressed needs of the community.

3. Centre growth in 1976-77 for school-age children was a response to the legislative amendment of 1975 permitting the establishment of out-of-school programs. Spaces in family day care homes for school-age also jumped, particularly in 1977-78 and 1978-79.

TABLE 5

Spaces by Age Group

	Day Care Spaces			Family Day Care Home Spaces		
Fiscal Year Ending *	Infants	Pre-School	School Age	Infants	Pre-School	School Age
1975	25	1295	--	--	--	--
1976	25	1415	41	--	--	--
1977	22	1670	146	19	81	22
1978	21	1591	191	74	202	60
1979	18	1752	205	77	305	144
1980	18	2014	235	65	334	149
Average Annual Growth Rate	-6.4 %	9.2 %	54.7 %	50.7 %	60.4%	89.2%

Source: Saskatchewan Social Services Annual Reports, Unpublished Day Care Section Statistics.

* Statistics in this disaggregated form are not available prior to 1975.

Table 6 summarizes the significant expansion in day care expenditures over the last decade. The increase in expenditures in 1974-75 (442%) is directly related to the substantially increased day care budget.[8] Expenditures have increased at a much faster rate than have spaces (Tables 5 and 6). The number of day care spaces in centres grew at an average rate of 15% while expenditures for the same period grew at a rate of 33.3% for grants and 109.4% for subsidies.

TABLE 6

Day Care Expenditures for Centres and Homes

Fiscal Year Ending	Grants*		Subsidies			%
	Centres	Homes	Centres	Homes	Total	Increase
1971	16,291	-	2,563	-	18,854	-
1972	29,409	-	11,113	-	40,522	115
1973	42,942	-	15,250	-	58,192	44
1974	41,426	-	22,274	-	63,700	9
1975	112,303	-	232,766	-	345,068	442
1976	101,256	-	352,011	-	453,267	31
1977	255,744	2,400	517,824	11,851	787,818	74
1978	48,340*	11,150	1,146,856	124,605	1,330,953	69
1979	178,187**	7,900	1,486,384	339,512	2,011,983	51
1980	216,283	5,600	1,982,140	579,220	2,783,243	38
Average Annual Growth Rate:	33.3%	32.6%	109.4%	265.6%		74.2%

Source: Saskatchewan Social Services Annual Reports, Unpublished Day Care Section Statistics.

* Includes start-up, renovations, equipment and special supervision grants.
** Includes training program grants.

[8] In some fiscal years, the amount budgeted for day care was not always expended.

Table 7 illustrates the growth in provision for special needs children.

TABLE 7

Special Supervision Grants

Fiscal Year Ending	No. of Children	Grants
1976	19	$ 7,200
1977	16	13,600
1978	17	17,623
1979	41	65,870
1980	39	69,794

Source: Saskatchewan Social Services Annual Reports; Unpublished Day Care Section Statistics.

The fiscal year 1978-79 saw a substantial increase in the number of special needs children in receipt of grants and accordingly, an increase in expenditures. Again, the take-up rate could have been accelerated as a result of increased grants available for these children.

In summary the government has become increasingly involved in funding day care. Table 6 indicates this growing financial support. In the next section the question of the adequacy of this support will be examined.

3.2.4 Day Care Need in Saskatchewan

When the Saskatchewan day care program is compared to those of other provinces, in terms of number of spaces, average expenditure per child and subsidies, the need for expansion of day care in Saskatchewan seems apparent.

Table 8 presents the absolute number of day care spaces and the calculated number of spaces per 1,000 children under 13 by province.

TABLE 8

Absolute number of spaces and spaces per 1000 children by Province

Province	Day Care Spaces	No. of Spaces per 1000 Children Under 13
British Columbia	22,600	45
Alberta	15,900	37
Saskatchewan	2,799[1]	13[1]
Manitoba	5,300[2]	24[2]
Ontario	63,600	36
Quebec	17,100[3]	13[3]
New Brunswick	3,120	19
Nova Scotia	8,500	45

1 Excludes spaces in Department of Northern Saskatchewan

2 Excludes Winnipeg spaces

3 Excludes family day care, school age care and kindergartens.

Sources: Department of Labour. Questionnaire returns. Women's Division, 1980 and, Alberta, "Interprovincial Comparison - Day Care Facilities, Licensed Full Day Program", Price Waterhouse Associates, 1980.

Although no province appears to have adequate numbers of spaces, Saskatchewan and Quebec have the fewest day care spaces per 1,000 children. However, since Quebec does not report statistics for care in family homes or for kindergarten and school-age children whose care needs may be provided by another agency, it is likely that Saskatchewan provides the fewest spaces per 1,000 children. On the basis of this data it is calculated that the Canadian average is 29 spaces per 1000 children under the age of 13. Saskatchewan, therefore, has a rate slightly less than half the national average.

Saskatchewan fares no better when average government expenditure for day care per child under 13 is examined. The average provincial government expenditure across Canada was estimated to be $21 per child under the age of thirteen in 1979-80. In comparison Saskatchewan was spending $14 per child. Saskatchewan's expenditure per child is similar

to that in both Quebec and Nova Scotia. It is well ahead of New Brunswick ($3), however, trails far behind British Columbia ($40), Manitoba ($24) and Ontario ($22)[9]. Three provinces, Quebec, Manitoba and Alberta have on-going operating grants which average between $500 and $600 per child space per year. Other provinces have start-up grants but as yet, do not provide on-going operating grants.

Most provincial programs recognize a minimum income level under which users are eligible for subsidies. It is difficult to compare these levels among provinces because of differing definitions of net income, allowable income and deductions allowed. Four provinces (British Columbia, Manitoba, Prince Edward Island and Newfoundland) pay a maximum subsidy which represents the total cost of care (Table 9). Only New Brunswick has a lower maximum subsidy than Saskatchewan. When subsidies for family day care homes are compared, the Saskatchewan rate matches that of New Brunswick. Of interest also, is the higher maximum subsidy which British Columbia allows for younger children (18 - 36 months) due to the higher cost of high staff/child ratios. Such a variation permits delivery of quality care to younger children without detracting from quality programs provided to older children in the same centre.

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9 An article in the Regina Leader-Post, Sept. 2, 1980, headlines "Manitoba meets day care needs with $4 million for expansion". This would increase dramatically Manitoba's per capita expenditures. A Globe and Mail article of Dec. 19, 1980 calculates Ontario per capita expenditures at $89 per child under 5 years with the 11 million dollar increase scheduled for the 1981-82 budget.

TABLE 9

Subsidy Systems by Province

Province	Maximum Subsidy	Centre	Family Home	Minimum Fee Charged to Parent
British Columbia	total costs at facility[2]	$230/child (18 - 36 mos)	$125/child	
		$160/child (37 mos.-5 yrs)		
Alberta	$160-230/child			$20-40/family[1]
Saskatchewan	90% of fee to maximum of $150/child[2]		90% of fee to maximum of $120/child	10% of fee (unless on social assistance)
Manitoba	total costs at facility [2]			
Ontario	1			$5-$20/child[1]
Quebec	90% of fee to maximum of $180/child			$20/family
New Brunswick	$120/child[2]			
Nova Scotia	$160/child			$20/family
P.E.I.	total costs at facility			
Newfoundland	total costs at facility			

1 Each municipality sets requirements

2 Do not allow higher fees to subsidized families

Source: "Interprovincial Comparisons - Day Care Facilities". Alberta, 1980.

It is clear from this comparison that increased support from the government is necessary to make the Saskatchewan day care program comparable to those of most other provinces, in terms of spaces, expenditures and subsidies.

The argument for the need of expansion can also be made when the minimum need for day care spaces is examined. The Day Care Needs Study (1978) conservatively estimated immediate need for spaces in Saskatchewan at over 14,000 children. Table 10 outlines this need.

TABLE 10

The Minimum Need for Day Care in Saskatchewan

Age of Children	No. of Children	
19 months - 5 year (pre-school)	4,764	
Under 19 months (infant)	700	
6 - 12 years (school-age)	8,763	(include morning lunch and after school)
TOTAL:	14,227	

Source: Day Care Needs Study,(1978)

Another study conducted under the auspices of Saskatchewan Social Services, the Day Care Users Survey (1977) was conducted on all families using neighbourhood day care centres to determine the users, their reasons for using day care centres and their opinions of the day care program. The number of respondents who indicated there were sufficient centres was only 2.7% while 53.8% indicated that more were needed. This study also showed that most people preferred a day care centre over other types of care for their preschoolers.

Parents who were interviewed in the Needs Study indicated that their use of certain types of child care was based upon availability and affordability. Until an adequate number of day care spaces is provided, parents will continue to choose less desirable alternatives. The extent to which government should address this need and in what form these services should be provided are issues addressed in other chapters.

CHAPTER IV

4. THE STRUCTURE AND FUNCTION OF THE SASKATCHEWAN DAY CARE PROGRAM

While it is not the function of this review to reconcile the debate over where jurisdiction for the day care program should lie, it is possible to examine the actual operation of the day care program and problems experienced therein. Such an examination must begin with the Day Care Section, Saskatchewan Social Services and end with an overview of the program at the level of the providers.

4.1 The Day Care Section[1]

The major responsibilities of the Section include the initiation and organization of new facilities, the provision of consultation, and the development of standards and training.

Previous to September 1979, the Day Care Section consisted of a Director, 2 Consultants, 6 Development Workers (Regina, Saskatoon, Prince Albert, and Yorkton), and 2 clerical administrative personnel. This number has remained virtually unchanged since 1974, although location of staff has changed. One development worker position was re-classified to a consultant position in Saskatoon in 1977, and a consultant position was reclassified to a Research Officer in 1979[2].

The Director[3] of the Section is responsible for the establishment of goals for the day care program, the supervision of the Day Care Section,

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1 The Day Care Division was originally an organizational part of the Community Affairs Branch. It is now called the Day Care Section, part of the Family and Community Services Branch (Annual Reports, Department of Social Services, 1973-80).

2 As of October 1, 1980, four additional development workers have been hired on a temporary basis until March 31, 1981. Two of these four workers are designated as native development workers. It is anticipated that all four new positions will become permanent in 1981-82.

3 The Day Care Proposal (Saskatchewan Social Services, 1973) neglected to identify detailed functions of the Director of the newly formed Day Care Section. This description is a more recent appraisal of the job specifications.

the maintenance of standards, the development of public educational campaigns and the development of community input. She/he also sits on various interdepartmental committees and acts as Secretary of the Day Care Advisory Board.

The major duty of the two consultants is to provide the development workers with such technical information as is necessary in the development and improvement of services. They are expected to keep in touch with various interested and knowledgeable persons in the day care field, including parents, professional organizations, and other government agencies. A second and very important function of the consultants is the administration of the in-service training program for providers and centre staff and for orientations and seminar programs for groups of family day care providers.

The consultant has no line authority over the workers; all Section staff report directly to the director.

The general functions of the development workers are to help develop new centres and approaches, to assist groups to organize and become operational and to promote communication between various levels of the day care program.[4]

As a result of the change in the organizational structure of the Section in September, 1979, the consultants and development workers no longer have separate specialized functions. Each day care facility is assigned to one Day Care Section staff member who has the total responsibility for the developmental, licensing and consultative duties. The consultants however also assume assistant supervisory roles and therefore are responsible for only one-half the normal number of centres.[5]

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[4] A more complete list is found in the Day Care Proposal (1973).

[5] With the current (Oct./80) addition of 4 new day care development workers, it is anticipated that these consultants will become fulltime supervisors.

The tasks assigned to the positions in the Section appear to be comprehensive, assuring that certain requirements are met guaranteeing some standard of physical and emotional care for children in day care. However, considering the present staff complement and expected work-load, concerns have been raised over the Section's ability to carry out its mandate. In 1974, there were 33 centres with 963 spaces. While the Section staff complement has remained virtually unchanged, by 1980 the number of centres had increased to 56 with 2243 spaces. One hundred and fifty-nine family day care homes with 556 spaces had also been added.

Many briefs expressed concerns over the operation of the Day Care Section. Forty per cent of the briefs wanted Section staff to take a more active role in educating the public and in helping centres directly. Additional concerns included the following: an obvious lack of constructive assistance in program development; inconsistency in permission for the establishment of new centres; the fact that development workers are over-worked,which tends to focus their attention on enforcement rather than development; and the lack of support to family day care providers.

The quantity and quality of the communication of the Section with the centres, family day care providers and the community in general were identified as major issues. For existing centres,visits number only 2 - 3 per year; for family day care homes, visits are made once per year, occasionally more, depending on the particular worker's caseload.

The purposes for which these visits are made are also far from acceptable. Centre staff and providers would prefer to see more in-volvement of Day Care Section personnel in the provision of leadership in programming, inservice training and resource materials. However, because of time constraints, visits tend to centre around the process of renewing licenses, particularly from September to December. (December is the deadline for renewals for all centres.)

In order to accommodate these expectations and concerns while simultaneously increasing the quantity and enhancing the quality of day care, this evaluation recommends that the following additional staff be made available:

1. Assistant Director[6]

The responsibilities of this position would be to assist in the managerial tasks of the director and to act as director in his/her absence. The present duties of the director are onerous and demanding. The job could easily be split into two positions, creating the possibility for greater communication between the Day Care Section and the public.

2. Seven Development, Operational/Licensing Officers

It has been pointed out throughout the report that spaces now available do not begin to meet the need. A conscious aggressive effort must be made to rectify this situation. These Development Officer positions would be located in each of the regional offices as required and would be authorized to conduct surveys in communities to determine need, assist in the formulation of boards, the location of facilities, purchase of equipment, funding and other tasks involved in developing a centre. The present structure requires boards to perform these tasks, however the difficulties encountered in doing this are overwhelming for most parents.

Operational/Licensing Officers refer to the personnel responsible for the licensing of all existing centres and homes. The function of the Development Officers would be to organize and initiate development of new centres. Ongoing responsibility for the new centre, upon incorporation,

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6 The Research Officer position presently in the Day Care Section would be transferred to the Planning and Evaluation Branch of the Saskatchewan Social Services, so that ongoing monitoring and evaluation of the new day care program is possible.

would be transferred to the Operational/Licensing Officers who would be responsible for the ongoing support and maintenance of all centres as well as the enforcement of all health and safety standards. The support services for program quality, day care policy and standards and special needs of children would also be provided by the licensing worker.

3. Four Consultants

Assistance in business management,[7] program quality, and in-service training are the three areas in which requests for expert advice and consultation are made. Consultants are also needed for special educational needs of handicapped children and native children. A total of four consultants (2 located each in Regina and Saskatoon) would substantially increase expert availability to the Section staff, centres/homes, parents and the community in general. The Consultants would also plan and implement the pilot projects recommended in this review if they are accepted.

4. Two Supervisors

It is expected that the specialized day care Development and Operational/licensing Workers will require Field Supervisors, particularly when the program becomes decentralized. Each supervisor would be responsible for eight Development/Operational Workers, within their geographic area.

5. Additional Clerical Staff in the Operations Branch, Income Support Division and the Day Care Section, Community and Personal Services Division.

With proposed increases in grants and subsidies, staff administering these changes must be increased. Nine additional clerical personnel in the Day Care Section are required over the next five years. In addition to their regular duties, these staff would also be responsible for the distribution of information and the myriad of other time-consuming jobs which are presently done by development staff. One clerical position is proposed for the Operations Branch, Income Support Division to handle the new subsidy schedules and the increased number of families receiving subsidies.

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[7] In addition continued administrative support and consultation would be provided to the co-operative day care boards by the Department of Co-operation and Co-operative Development.

6. Special Staff

Three additional centrally-located staff have been identified as essential in the provision of services to the community and day care centre staff and to family day care providers:

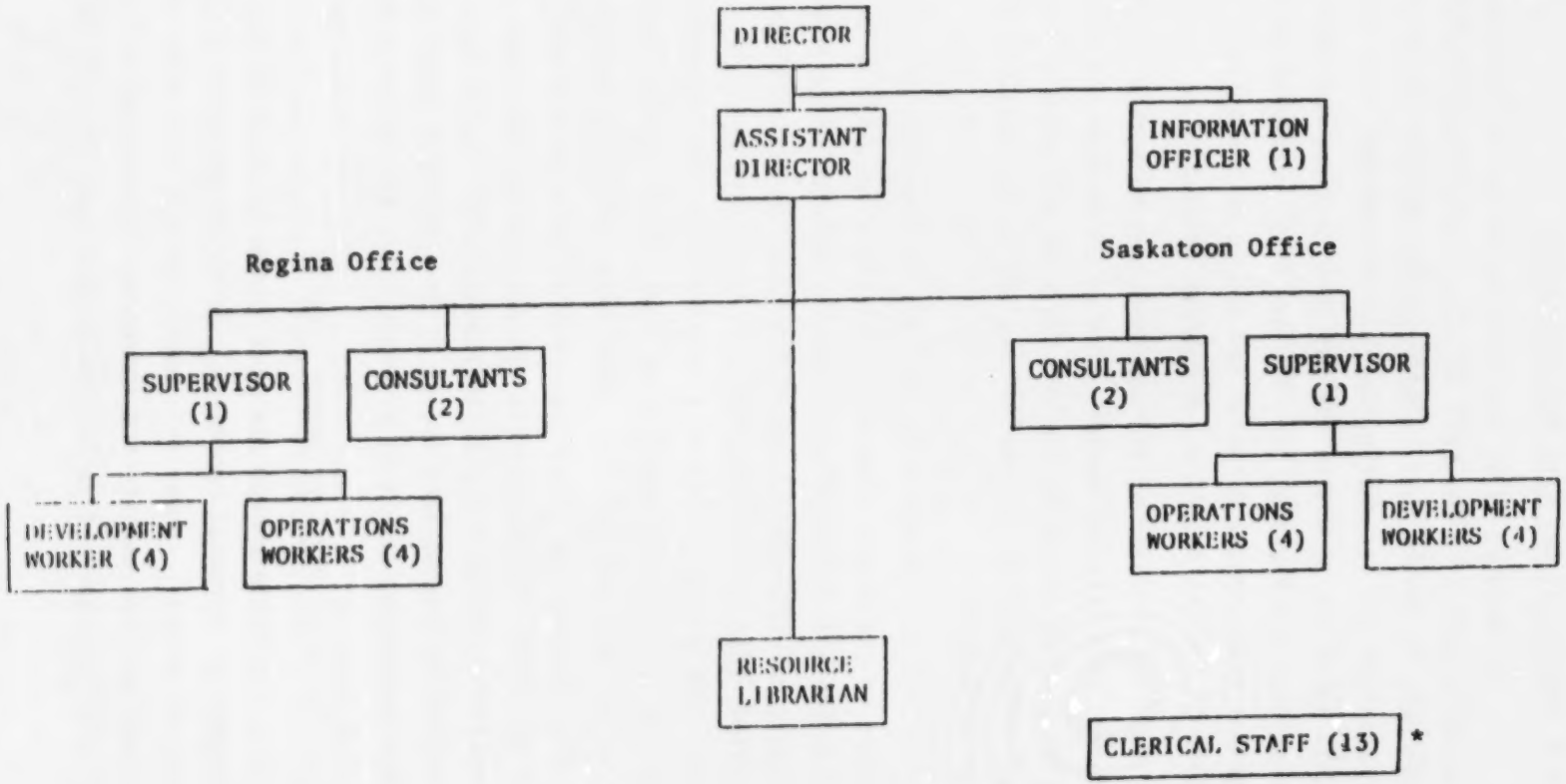
1) Information Officer, Information Service Branch
2) Resource Librarian, Day Care Section
3) A Research Officer, Planning and Evaluation Branch

There has been a considerable amount of concern expressed over the lack of a public education campaign on day care issues. The Information Officer, functioning within the Information and Public Relations Branch, would disseminate requested information, respond to media interviews, and implement a province-wide publicity campaign. The resource librarian would meet the resource needs of centres and homes as well as those of the consultants in their areas of specialized service, while the Research Officer, functioning within the Planning and Evaluation Branch, would be responsible for ongoing monitoring and evaluation of the program.

The proposed administrative structure for the Day Care Section is outlined in detail in Figure 1. It is recommended that the addition of the new positions be phased in over a five year period. The financial implications of additional staff are discussed in greater detail in Chapter VIII.

This report sees the need for the decentralization of the Development Workers and Operational Officers to the regions in the initial stages. If emphasis is to be placed upon developing centres and homes within the communities, it is necessary for staff to be directly and intimately involved with those requesting the services. The logic of this type of decentralization has been documented in other government programs in Education (regional school boards), Co-operatives and Co-operative Development (Development and Operations) and Social Services (Home Care boards).

Figure 1. Proposed Administrative Structure of the Day Care Section
Community and Personal Services Division
Saskatchewan Social Services



*One clerical staff position would go to the Operations Branch, Income Support Division in order that additional income and subsidy information could be handled. Nine new clerical positions would be added to the Day Care Section, Community and Personal Services Division.

4.2 Provincial Day Care Advisory Board

In January, 1975, the Minister of Social Services announced the establishment of a Day Care Advisory Board. Appointments to this Board are made to ensure that in addition to regional representation, parents, operations and interest groups are represented. The responsibilities of this Board are to advise the Day Care Section, set basic standards of emotional and physical care for day care, recommend on day care priorities, select experimental projects and advise on the suitability of construction or renovation plans for various facilities.

The Director of the Day Care Section acts as secretary to the Board. She provides members with an up-to-date assessment of the provincial program, presents new proposals to the board to review as well as any other program information and statistics that board members believe are necessary.

It is apparent from the lack of attention given the Advisory Board in the briefs that it has played a low profile to date. Although board members were almost unanimous in the view that they should maintain their present status as an advisory board, it seems obvious that their effectiveness and visibility would improve if they took a more active role in advocating and promoting day care policy. This would require the adoption of a more independent stance from the Day Care Section. Consideration should therefore be given by Social Services to providing the Board with some funding for the preparation of material, for secretarial assistance and with travel assistance so that members might learn first hand about issues in the day care field. If the Minister of Social Services is to be kept fully aware of concerns in the day care community, it is essential that the Advisory Board assume this new role

4.3 The Group Day Care Centre Program

The Saskatchewan day care system has essentially one management structure: parental operation. Fifty-one per cent of board members must be parents. Under this model, parents must take the initiative to establish a new centre, and thereafter must manage and operate it. Parents are expected to lay the ground work, prepare the

centre for admissions and assist in the daily operations.[8] The present legislation excludes the formation and operation of centres by other groups or a combination of other groups. While there is a variety of advantages for parent-controlled centres, there are also a number of problems which prevent effective participation.

1. Expectations of parental involvement are often unrealistic. Many parents, particularly working single parents, do not have the time to give to the development, organization and administration of a day care centre. Work and home commitments preclude any type of full participation in any group activity. The regulation specifying that 50% of board members must be parents has invariably led to a high turnover of board members because of parent burn-out.

2. Parents generally have neither previous experience in establishing day care centres nor the management skills required to operate a centre. Because of the lack of experience and expertise, many shy away from active roles. It is clear that boards cannot readily take on the responsibility without more assistance and support from developmental staff.

3. When parents are required to set policies in the areas of programming, staffing and equipment, conflict between staff and parents may result. Programs established by centre staff may be disrupted by policy changes made by the boards, disciplinary policies may be inconsistent, and long term planning and co-ordination may be impossible due to the unstable nature of the board structure. Also, a structural conflict often arises between parents and staff in that the increases in wages and benefits for staff are paid for by the parents who also set the salary levels and fringe benefits.

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8 The functions of parents in setting up a day care centre are explicitly spelled out in the Guide to Developing a Day Care Centre, Day Care Section, Saskatchewan Social Services, no date.

The actual involvement of parents and the relationship of the boards to the staff vary. In several programs the director and staff are largely in control. In other cases, every board member serves on one or more active committees and is extensively involved with the program operation. Along this continuum, some boards delegate varying levels of responsibility to the staff but still retain an active hand in program operation.

The extent of board involvement in centre administration and programming is illustrated in Table 11. From this it can be seen that board participation is highest in fiscal control and lowest in curriculum planning. Activities involving hiring and firing of staff and maintenance of the facility indicate equal distribution among the three categories. Discipline, nutrition and choice of toys and equipment generally show low board participation.

TABLE 11

Board Participation in Centre Program

	Activity	Degree of Participation* High	Medium	Low	N/A
a.	Fiscal Control	63%	24%	5%	8%
b.	Hiring and Firing	32	32	32	4
c.	Curriculum	5	29	61	5
d.	Discipline	10	29	56	5
e.	Nutrition	17	22	54	7
f.	Choice of toys and equipment	15	29	51	5
g.	Maintenance of Facility	27	20	46	7

* Definition of participation was left to the discretion of the respondents as it was felt that it was not possible to specify all the various possibilities. It is recognized that some caution should be exercised in interpreting this data.

Two Saskatchewan studies have indicated that the general population is in support of legislation which gives parents control of the operation and management of centres. The Users Survey (1977) estimated that 72.2% of parents felt that they should have control over centre programs and general policy. Current government policies on centre development and control were supported by 84% of respondents of the Needs Study (1978).

However, in practice user parents do not or cannot actively participate in their children's programs. The Users Survey (1977) showed that only 10% of parents were involved at the board level and that 29% devoted less than 4 hours per week to centre management and operation. Another study (Working Mothers in Regina and their Child Care Arrangements, 1975) indicated that parents, particularly single parents, did not have the time to devote to centre operation.

Saskatchewan regulations probably underestimate the constraints on working parents' time. Certainly policies which attempt to provide opportunities for parents to participate are important, however strict regulations about board participation may be counter-productive. A more realistic and responsive structure might guarantee the right of parental involvement without requiring parents to assume full control.

Neighbourhood, community-controlled day care is an alternative within this framework. In a centre run by a community or agency board comprised of interested parents, staff and community individuals, the parents' role could range from purely token membership to one of active participation.

There are a number of advantages to this board system. First, the responsibility of operating the centre is less burdensome to the working parent. Members of community boards become involved because of their interest and therefore are able to contribute more time and energy. A main concern is the possibility of the elimination of

parental input. Parents may become indifferent and uninformed in the areas of budgets, and operational decisions, or may be excluded from decision-making altogether. An alternative must be worked out whereby parental control is guaranteed, but leaves room for other forms of boards, thereby alleviating some of the pressure on parents' limited supply of time and energy.

4.4 The Family Day Care Program

Since the bulk of private home care goes on outside of the day care program's jurisdiction (Day Care Needs Study, 1978), little is known about this form of care. However, it is expected that with the upgrading of support to approved family day care homes, which is our major concern here, more of this unregulated care will be absorbed into the program.

Current Saskatchewan Day Care regulations provide for the approval of private homes to accommodate up to eight children, aged 6 weeks to 12 years, according to the following age-mix provisions:

1) a maximum of five preschoolers, including the provider's own, from six weeks to six years, with no more than two children under two and a half years (30 months).

2) a maximum of three children six weeks to 30 months (that is, two and a half), where no other preschoolers are involved.

3) the remaining spaces in each of the above or up to eight can be school-age children.

In consideration for approval, the family day care provider is requested to complete a questionnaire, provide references, obtain a medical certificate and arrange alternate arrangements in the event of an absence. The home itself is required to satisfy the following: health and fire standards, outdoor space regulations, telephone, and

adequate sleeping arrangements.[9] Additionally the providers must serve nutritious meals, provide age-appropriate activities, keep monthly attendance records and have adequate insurance.

A home assessment is conducted by the day care Development Worker who then forwards documentation to central headquarters where a certificate of approval is issued by the Director. Subsequent visits for the purposes of reapproval or at the request of the provider are also made. Parents who request information on family day care homes are given the names of the approved homes that would fit their needs from a day care registry. Parents using an approved home are eligible for subsidies up to $120 per month and the operator is also eligible for a start-up grant of $100.

As of July, 1980, there were 159 approved family day care homes in Saskatchewan. Of the total, 47 homes (169 spaces) were in Regina, 79 homes (308 spaces) were in Saskatoon and 33 homes (73 spaces) were in the remainder of the province.

4.4.1 Difficulties with the Family Day Care Program

a) Interchange with the Day Care Section

Providers wanted more drop-in visits during the year (the average was 1.5 per year). Visits for approval were rated as critical to good,while reapproval or requested visits were rated as important. Of the nine briefs submitted, representing 16 family day care homes, five expressed the need for more Section staff activity with the providers.

The providers stressed the importance of information flow between the Section and themselves. They wanted more encouragement, assistance and information from the Section.

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9 A more comprehensive list consisting of 28 items is available from the Day Care Section, Saskatchewan Social Services.

b) Subsidies

All providers wished to see subsidies paid to family day care homes equivalent to those paid to parents using day care centres.

c) Working Conditions

Family day care providers are exempt from all labour legislation including Unemployment Insurance, sick leave and employer paid pensions. They are also exempt from hours of work regulations. They are isolated from one another and have no power base from which to bargain for better wages and working conditions. There is no job security for the provider as parents can withdraw their children at any time. When ill or on vacation, providers must find a substitute. In Saskatchewan, the average fee for a preschooler in a family day care home in an urban setting is $183.00 per month. If a provider were caring for 2 preschoolers at $183 for 10 hours per day, her/his income would be $1.66 per hour. (The minimum wage in Saskatchewan is $3.65 per hour). Expenditures for food, equipment and supplies must also be considered when comparing these two hourly rates.

d) Turnover Rate

The Day Care Section estimates a turnover rate of 33.3% annually in Saskatchewan. Such a high rate implies that there may be major difficulties in establishing and operating a day care home.

e) Quality

The differences among providers in terms of education, region, and age offers users an array of services, however it also causes problems in standardizing quality. It is likely that the problems of quality of care can be largely overcome by enforcing licensing requirements and by the provision of training for family day care providers. Although providers state that they are opposed to training, there has been good attendance at group meetings, especially in urban areas (69%). According to Day Care Section Staff, inservice training programs now occur rather sporadically. Although programs

are provided in Regina and Saskatoon three or four times a year, a more organized and structured approach in all regions is required to provide adequate support.

g) Parent Control

Given the present structure of family day care there is little opportunity for parental input because of its private and isolated nature. Alternative structures, which would help to overcome this problem, are discussed later.

From this overview, it would appear that special supports are required to reduce the turnover rate and make family day care more stable and better able to provide continuity of care. Supports could come from the providers themselves, from the community, or from Day Care Section staff. The difficulty for providers is that they are not well organized, which hinders any attempt to improve their working conditions.

Two alternatives which may help alleviate some of these problems are Satellite day care homes and group day care homes (mini-centres).

4.4.2 Satellite homes.

The satellite home structure involves the development of day care homes around a day care centre which provides for more ongoing supervision and makes possible a system of daily support. It allows for centralized administration, intake, recording and training.

A report submitted by the Day Care Section regarding the Satellite Family Day Care home concept (1980) describes in detail several options for its operation. A satellite system amalgamates day care homes with centres, decentralizing the development of day care homes to an employee of a day care centre operated by a parent or community board. Parents seeking day care may be assisted by the project co-ordinator who advises them of available resources and helps them select what is most suitable. Advantages of this structure include

consistency of care, equitable wages and working conditions and back-up resources for both centres and homes. Because the satellite system will require extensive planning and an examination of all administrative options, a separate and additional study should be undertaken with the goal of future implementation of a satellite day care system in Saskatchewan. It is recommended that small scale pilot projects for satellite care be considered for implementation within the next two to three years by the Day Care Section, Saskatchewan Social Services.

4.4.3 Group Day Care Home

The group day care home or mini-centre model offers family home care in an extended or modified family residence. The day care provider hires a number of helpers and provides licensed care for a specified number of children. This structure allows for availability of staff in the event of emergency and also enables parents and staff to have individual conferences or regular general meetings to discuss policy and problems. Parental involvement is necessary to ensure that the activities and care are meeting the needs of their children.

This type of group care would be particularly useful in rural areas where it is often not possible to operate a day care centre which requires an enrollment of 25 to 30 children to be economically feasible. In these situations, a group day care home could be set up by the amalgamation of two or perhaps three family day care providers to provide care in one of their homes. Also, in rural areas, a different type of care is often required where more children require part-time care. Whether it is the lack of full-time employment opportunities or whether it is by choice, parents residing in rural areas tend to work less than 8 hours a day.

The structure may also be amenable to the care of infants where, in order to maintain a high adult/child ratio, additional part-time staff may be employed.

Again, in the area of mini-centres or group day care homes, it is recommended that a separate study be conducted to examine their feasibility and cost. To this end, it is recommended that pilot projects be implemented in the province in selected geographical areas.

From this assessment of the Saskatchewan Day Care Program a number of recommendations have been made in terms of its administrative and operational structure in order that the quantity of spaces be increased and quality of service be improved. The issue of quality care will be presented and developed in detail in the following chapter.

CHAPTER V

5. PROGRAM QUALITY

Quality poses one of the most elusive and complex concepts in any discussion of day care services. While agreement on its value is almost unanimous, agreement on its components appears to be nearly impossible to achieve.

Because the focus of day care programs varies, the variables associated with each program may differ accordingly. One function, of course, is the provision of a service to working parents. Within this framework, quality factors are often primarily concerned with health and safety and accordingly regulations attempt to standardize these two components. Recently much attention has also been given to the developmental needs of children. Quality factors which are considered in this alternative revolve around the benefits to children in the areas of physical, social, emotional, and intellectual growth. A third focus situates day care as part of a whole range of support services available to both children and parents. These include health, counselling, nutrition and other services which improve the necessary supports for effective family living.

When each of these alternatives is examined, it becomes obvious that, rather than being mutually exclusive, each one can contribute a complementary dimension to a day care program meeting both children's and parents' needs. To disregard any one of the alternatives and its accompanying quality components would be to narrow the focus of the program and, consequently, also the quality.

5.1 Broadening the Focus of Saskatchewan's Day Care Program

The objective of Saskatchewan's day care program is:

" to promote the growth of non-profit, parent-controlled day care services for children and to provide support to these

> services to ensure their availability to all families in Saskatchewan." (Saskatchewan Social Services Annual Report 1977-78).

Goals of the Day Care Section include facilitating access to day care services for parents and ensuring a good standard of physical and emotional care of children. However, when the Saskatchewan day care regulations are examined, it quickly becomes evident that the broader goals of meeting both children's and parents' needs give way to a narrower emphasis of regulating physical health and safety standards. Little reference is made to the developmental needs of normal young children beyond stating that the "environment provided shall be supportive of the normal development of the individual child" (Summary of Day Care Regulations, p.22). Further, specific guidelines containing program principles essential to the normal development of young children do not accompany these regulations. Thus, in assessing the actual focus of the day care program as compared with its intent, it appears that the broader goal of recognizing children's development needs must be more vigorously addressed and supported in Saskatchewan's day care services.

The issues identified most frequently in the briefs specifically dealt with program components usually associated with high quality day care services. Relatively few adults with limited training can effectively enforce health and safety standards. However, in order to implement a program which enhances the physical, social, emotional and intellectual development of children in care, the care-giving adults must be cognizant of these various areas, be trained to develop appropriate programs to enhance these aspects, and be accessible to interact with the individual child within the group.

A review of the objective of Saskatchewan's day care program, the goals of the Day Care Section, and the standards as outlined in the Day Care Regulations indicates that while there is the intent to provide a service to children and parents, the focus of that service tends to be on the basic health and safety requirements of children. At this point in the development of the day care program, it seems appropriate to encourage a broadening of this focus to include a wider range of goals among which the developmental needs of children and the complex support requirements of the family must be included. In the following sections, components of this broadened program will be considered.

5.2 Quality Components in Day Care Programs

Regulations controlling specific human and physical aspects of the day care environment are common, however, there is a lack of definitive research in distinguishing and defining the essential components which directly relate to high quality care. Day care standards have traditionally reflected this deficiency in our knowledge base.

One oasis in this dearth of research data is the National Day Care Study (NDCS) which investigated quality components in centre-based day care for pre-school children and to a lesser extent, for infants and toddlers. This investigation has been most helpful in defining the components which should be encompassed in any quality program.[1]

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[1] Definition of program. The term 'program', for purposes of this review, shall encompass all activities and experiences planned for individuals and groups in acknowledgement of the developmental needs of the children enrolled.

The discussion which follows examines the essential components of a quality program which reflect the expanded goals described in the foregoing section.

5.2.1 Types of Programs

Programs in day care centres typically vary in theoretical orientation and philosophy. The diversity in approach to program planning is influenced by several factors, (a) the availability of numerous approaches in early childhood education, (b) the backgrounds of directors and staff, and (c) the participation of parents in planning. Because no one type of program has been found to meet the needs of all children or their parents (Federal Interagency Day Care Review, 1978; Read, 1976), variations are acceptable and even to be encouraged.

Evidence does not indicate that any one developmental philosophy, curriculum, or program is superior but, it does reveal that "under certain circumstances any of them can be effective if well implemented with clearly defined objectives" (FIDCR, 1978, p. 53). As a result, parents should have an opportunity to choose a program which best satisfies their needs and circumstances while offering appropriate care, guidance and opportunities for their child's growth and development.

5.2.2 Program Principles

Formulations of principles common to most child care programs have been outlined by many writers (Brophy, Good, and Nedler, 1975; Leeper, Dales, Skipper, Witherspoon, 1974; Read, 1976). Included in these statements of principle are references to the development of a positive self-image, the acquisition of effective interpersonal skills,

the enhancement of language skills basic to the development of cognitive abilities, the development of gross and fine motor skills, and the necessity of communication with and involvement of parents. Recently, a similar list of program principles for day nurseries in Ontario was prepared by that province's Children's Services Division (1980).

To date, program principles for the Saskatchewan day care program have not been developed. It is recommended that the Day Care Section develop program principles which reflect the common needs of children in care as well as their families. This type of guideline can provide a minimum departure point for program development and, simultaneously, allow for the diversity and choice so essential to the philosophy of parent-controlled day care centres.

5.2.3 Program Guidelines and Schedules

Program planning has been essential in developing quality group experiences for young children (Deutsch, 1964; Fowler, 1971). There is no requirement within the current Saskatchewan day care regulations for day care centres or family home providers to identify their particular program philosophy or to outline program events, routines and experiences. Contained within a proposed revision of the regulations is a requirement that centres post a timetable for the day. Most day care centres do plan a daily schedule of activities, however, these schedules vary widely in the amount and kinds of detail, in the variety of activities and, in clarity of objectives and direction (Interviews with Directors, 1980). Support for the development of program guidelines and assistance in program planning have been requested in at least nine of the briefs presented to the Day Care Review Committee. These requests called for more information from the Day Care Section regarding program planning. The need for the development and distribution of program guidelines is apparent from such requests. Active involvement of Day Care Section staff in this development is highly recommended. Co-ordinated participation of experts in other professions is encouraged.

Program guidelines which would afford effective assistance to centres and providers might include the following:

1. age-appropriate activities which encourage growth in physical-motor, socio-emotional, language and cognitive areas;
2. planning guidelines to ensure a balance of quiet-active, individual-group activities, and indoor-outdoor activities;
3. growth-enhancing behaviour and guidance techniques;
4. nutrition and menu planning ideas;
5. program ideas for handicapped children;
6. use of volunteers in day care settings;
7. community resources and how to use them.

All centres should develop written statements which reflect the philosophical basis for their particular program approach and to post program timetables. It is recognized that this procedure will not necessarily ensure a quality developmental program but will, at least, encourage some fore-thought and planning. Written documents would also be helpful to parents who might wish to enroll children in the program. Day care standards which require the development and posting of a written program statement, a daily schedule of activities, and a daily log which indicates deviations from the regular pattern should be added to present guidelines.

Family home providers also might be assisted in developing similar written statements and preparing daily schedules which include age-appropriate activities and experiences for the individual children in care.

5.2.4 Resource Personnel

Assuring the availability of resource personnel to assist care-givers in delivering a quality program is of utmost importance. Day Care

Section staff expansion will afford more access to a variety of expertise, however, it is recognized that all areas of supplemental services will not be assembled in this one agency. Municipal and provincial governments represent a pool of resources which could be utilized by day care centres and family home providers. With co-ordination of services and co-operation, existing resources in the areas of health, nutrition, education, and finance could be helpful in developing program guidelines, in assisting with in-service training modules, and in providing preventive and counselling services.

Presently, some of these resources are actually being tapped by individual centres and home providers. Both directors and family care providers report relatively high use of community resource personnel (Questionnaires, 1980).

Day care centres consistently use all community resources more than family home providers (Table 12). Library use is very high for both groups of caregivers with entertainment (e.g. puppet shows, theatre groups) the second most frequently used resource. Both of these resources are easily accessible to the public and require little time commitment in preplanning. Education resource personnel (e.g. curriculum consultant, music teacher) are used infrequently by both groups. Such a paucity suggests the need to include personnel with expertise in early childhood education within the Day Care Section to afford easy accessibility to centres and providers. Co-operation with the Department of Education to access experts in the area of special education might also alleviate this lack of support from the education sector.

TABLE 12

Percentage of Centres and Homes
Utilizing Community Resources*

Type	Day Care Centres %	Family Providers %
Parent volunteers	36.6	7.2
Health personnel	56.1	9.6
Social Services	51.2	9.6
Education	12.2	7.2
Library	73.2	60.2
Entertainment	65.9	33.7
Recreational	43.9	4.0
Other	9.8	4.8

Source: Directors and Providers Questionnaires, 1980

* More than one type of resource were often used, therefore totals do not equal 100%.

More involvement by municipal and government departments in terms of well-publicized and easily accessible services to day care centres and family home providers would be most helpful. The availability of supplementary resource personnel representing a varied range of disciplines can only serve to strengthen the quality of a day care program. The Day Care Section should be encouraged to develop these vital support links with community agencies and provincial departments.

5.2.5 Nutrition

Present day care regulations require nutritious meals and snacks, however, day care centres are not required to provide the food themselves or to serve the food in accordance with any specific nutrition guidelines. Consequently, in some centres, children bring meals from home, and are served these at snack and meal times. These foods may reflect a particular child's eating habits but may not necessarily provide for the child's nutritional needs.

Eighty-one per cent of centres presently provide a hot lunch (Directors Questionnaires, 1980). Almost 99% of family home providers serve a hot lunch.

TABLE 13

Percentage of Centre and Home Provider Respondents Providing Hot Meals

Group	Meal		
	Breakfast	Lunch	Supper
Day care centres	19.5	80.5	4.9
Family home providers	32.5	98.8	21.7

Source: Directors and Providers Questionnaires, 1980.

In order to encourage the provision of adequate nutrition standards in day care centres, it is recommended that new centres be required to provide a mid-day meal for full-time children. The food served (including snacks) should conform to the provisions of Canada's Food Guide issued by Health and Welfare Canada and should represent amounts equal to one-third of the daily nutritional intake requirements. Existing centres and family home providers who already provide food

should also conform to these regulations. Those centres not now providing meals should be encouraged to consider upgrading facilities to a level which would permit preparation of nutritious meals. It is recommended that funding for this upgrading be provided through the introduction of a maintenance grant. This grant is described further in Chapter VIII.

5.2.6 Staff/Child Ratios and Group Size

These two variables have traditionally been viewed as integral components of a quality day care program. The minimum staff/child ratio is the point at which the amount and nature of personal interaction and time between adult and child is adequate to promote the safety, well-being and healthy development of the child. When the minimum ratio is under-cut the staff burden increases, and the lowered quality of interaction leads to visible distress signs which prohibit proper child development.

Staff/child ratios for children under three years of age require more stringent controls than for older children. Because of the danger of overstimulation and associated stress in large groups, more staff for smaller groups of children is recommended by study findings (FIDCR, 1978).

For children over three years of age, there is no consensus regarding ratios. However, it has been found that there is a qualitative difference in caregiver behaviour when the ratio of staff to children is high. Caregivers then tend to devote less time to commanding and correcting children and more time to activities and positive interactions (NDCS, 1979).

A survey of provincial day care regulations reveals that all provinces stipulate a minimal staff/child ratio (Table 14).

TABLE 14

Staff-Child Ratios By Province

Province	Age Group	Staff to Children Ratio
British Columbia	0 - 2	1:5
	2 and over	1:8
	6 and over	1:10
	7 and over	1:15
Alberta	0 - 1 1/2	1:3
	1 1/2 - 3	1:5
	3 and 4	1:8
	5	1:10
Saskatchewan	1 1/2 - 2 1/2	1:5
	2 1/2 - 6	1:10
	6 - 12	1:15
Manitoba	0 - 2	1:4
	2 - 6	1:8
Ontario	0 - 1 1/2	3:10 *
	1 1/2 - 2	3:14
	2 - 4	3:15; 4:35; 5:45
	5	3:25; 3:35; 4:45
	6 - 9	full-time 3:30; 4:50
		part-time 2:30; 3:50
Quebec	0 - 2	1:7
	2 - 10	1:10
Nova Scotia	0 - 1	1:3
	1 - 3	1:5
	3 - 6	1:7
	School	1:15
New Brunswick	0 - 2	1:3
	2 and 3	1:5
	4 and 5	1:10
	6 - 12	1:15
Prince Edward Island	0 - 2	1:10
	2 - 5	1:15
Newfoundland	0 - 2	1:3
	2 and 3	1:5
	3 - 5	1:10
	5 - 7	1:12
	7 and over	1:15

* Under review

Source: Individual provinces (1980) or Health and Welfare Canada Day Care Consultant (December, 1979)

Although it is difficult to compare these ratios because a variety of age categories are utilized, it is obvious that the number of caregivers per group of children varies inversely with the ages of the children. Saskatchewan ratios for the toddler age (1 1/2 to 2 1/2 years) compare favourably with other provinces, however other provinces have allowed a more gradual increase for older children than is the case in Saskatchewan.

Dissatisfaction with the provincial staff/child ratios has been voiced by many groups in Saskatchewan. Briefs presented by parents, day care workers, and community groups consistently called for decreasing the number of children per staff person. Fifty-eight per cent of directors felt that the ratios were inadequate; 60% of centre staff agreed (Day Care Director Questionnaire, 1980; Day Care Staff Questionnaire, 1980).

Staff/child ratios have traditionally received more attention than group size.[2] Saskatchewan regulations do however, limit the overall group size of day care centres to 60 children and this size limit is certainly supported in the literature (Prescott and Jones, 1972). Research shows that group size is one of the most significant elements in quality centre care (NDCS, 1979).

The NDCS (1979) recommends that when staff/child ratios are set, the associated group size be set as a multiple of the selected ratio. For example, when a ratio is set for one staff person to be responsible for five children, an associated group size of 5, 10, or 15 children is preferable. Smaller groups have been found to be consistently associated with better care, with more socially active, involved children (NDCS, 1979). Even when staff/child ratios were held constant, smaller groups had better outcomes on development tests (FIDCR, 1978). In large groups, managing

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[2] Group size is the total number of children for whom a day care worker or group of workers is responsible.

and directing takes precedence over individual interaction and verbal output (Prescott and Jones, 1972). These conclusions indicate the need to include limitations on group size in day care regulations.

Table 15 is a recommended schedule of staff/child ratios and group size, based upon current day care research, and the experience of day care personnel in this province. Ratios are calculated using enrollment figures rather than actual attendance figures. The age categories shown reflect developmental differences which exist among children during these early years.

TABLE 15

Recommended Centre Staff/Child Ratios and Group Size

Age*	Staff	Children	Group Size
0 - 2 years**	1	3	6
2 - 3 years	1	5	10
3 - 5 years	1	8	16
5 - 8 years	1	10	20
9 - 12 years	1	12	24

* In terms of licensing, the least stringent staff/child ratios would apply.

** Group infant care is discussed in Chapter VI.

When mixed age groups are in care, it is recommended that the staff/child ratio and group size of the youngest children apply to the mixed group. It is recognized that the lowering of the number of children per staff member will result in increased costs and that implementation of these recommendations must wait upon appropriate funding.

Limited information and research is available to assist in determining optimum group size and age mix in family day care homes. Until more evidence is available in this regard, no change is recommended in the current regulations.

5.2.7 Caregiver Qualifications: Human Resources

Provence, Naylor and Patterson (1977) have emphasized the importance of caregiver qualifications in the following way:

> "While well-trained staff in sufficient numbers are not the only ingredient of good care, they are the most important one." (p. 188).

The NDCS (1979) found that child-related education or training was consistently and strongly linked to quality outcomes in day care settings. On the other hand, neither years of day care experience nor formal education (other than child-specific) showed important relationships to measures of quality. Rather, caregivers with education or training relevant to young children delivered better care with somewhat superior developmental effects for children. Existing data regarding the effects of various types of qualifications, in-service opportunities, and experience on actual caregiver behaviour suggest that there are specific skills which caregivers need in order to enhance the well-being of the child and that training can refine and improve caregiver performance in both day care and family home settings (FIDCR, 1978). Regardless of the amount of preservice education and/or experience which caregivers actually have, inservice training appears to be essential for continuous high quality caregiver behaviour.

Given the importance of caregiver qualifications it will be instructive to look at the present state of affairs in Saskatchewan. Specialized child training is considered in Table 16.

TABLE 16

Specialized Child Care Training of Day Care Personnel

Type of Work	Training * %	Experience Included** %
Directors	53.7	53.7
Day care staff	20.2	25.8
Family care providers	18.4	32.5

Source: Directors, Staff and Providers Questionnaires, 1980.

* Includes instruction and/or specialized skills

** Includes training and experience.

The lack of specialized child care training of day care personnel indicates an immediate need to enhance caregiver competency in this area. Personnel also lack experience with children having spent an average of only two years in day care settings (Directors Questionnaires, 1980).

TABLE 17

Day Care Personnel 40 Hour Course Attendance

Type of Work	Yes %	No %	Exempt %
Directors	70.7	26.8*	14.6
Day care staff	60.7	37.6*	10
Family care providers	18.1	81.9	Not mandatory

Source: Directors, Staff and Providers Questionnaires, 1980

* some respondents did not indicate

Centre personnel who do not have child relevant training or experience are required to participate in a 40-hour training course. Family day care providers are exempt from course involvement, however, 18% have participated. (See Table 17). Attendance at the course reflects the need for child related preservice and inservice training programs in Saskatchewan. In the next two sections these issues will be discussed.

1) Preservice Training

Preservice training is available through several delivery mechanisms, including formal academic training and the performance-based competency assessment system offered by community colleges in co-operation with field professionals. University programs with early childhood education components most frequently are aimed at training elementary school teachers, while community colleges and technical institutes offer programs designed to train day care and nursery school personnel. However, some attempts are surfacing to bridge these two training approaches (Richards, 1980).

There is no consensus regarding the type of training approach which will best promote competent, sensitive caregiving behaviour. The variety in approaches and delivery mechanisms is evident when training programs for day care personnel in Canada are analyzed (Table 18), as is the limited nature of Saskatchewan's mandatory training in comparison to other provinces. In practice, the 40-hour course is not a preservice experience but rather occurs after the caregiver is employed and so might be viewed as a type of inservice training. Only three provinces require training for day care personnel; two of these require supervisors to have completed the training course offered. However, Ontario is currently reviewing a proposal that would require the program staff person responsible for the care of children to have completed an early childhood education program or have equivalent competencies.

Recognition of the inadequacy of the current training program for caregivers in Saskatchewan is echoed throughout the information gathered during the review process. Almost half of the briefs called for an upgrading of the training requirements. Most frequently mentioned was a two year training program. Ninety per cent of directors thought that day care workers should have specialized training and 82% of the staff agreed (Staff and Director's Questionnaire, 1980). All day care directors expressed a desire for pre-employment training of

day care staff; the majority favoured a one or two year program for staff (Interviews with Day Care Directors, 1980). Family day care respondents were more ambivalent about specialized child care training. Approximately 57% responded affirmatively while 42% did not feel it was necessary.

TABLE 18

Child Care Training by Province

Province	Training Delivery	Length	Compulsory
British Columbia	- Universities - Community Colleges - Adult Education Depts of School Bds.	370 hours	For Supervisors only
Alberta	- Community Colleges	- 1 yr. certificate - 2 yr. diploma - evening courses	No
Saskatchewan	- Community Colleges	40 hours	Yes
Manitoba	- Community Colleges	- 1 yr. certificate - 2 yr. diploma - evening extension	No
Ontario*	- Colleges of Applied Arts and Technology	- 20 weeks for home care providers - 2 year course for others	No For supervisors only
Quebec	- Yes, not specified	Not specified	No
Nova Scotia	- Nova Scotia Teacher's	- 2 yrs. or evening extension	No
Prince Edward Island	- Community College	Not specified	No

Source: Individual Provinces, 1980

* Under Review

The urgent need for post-secondary training of day care personnel in Saskatchewan is presently being addressed. The Minister of Continuing Education recently established an advisory board for a day care worker training program at Kelsey Institute of Applied Arts and Sciences in Saskatoon. The members of this board represent a wide range of needs and co erns related to potential program clientele. In addition, a program head and two instructors have been hired to develop and implement the training program and develop a day care centre at the Kelsey Institute.

The Department of Continuing Education's proposed training program contains the following components:

1. The philosophy of the program be broadly based upon various schools of thought in early childhood education in order to create an integrated picture of the total child and his/her needs.
2. The purpose of the program be to prepare personnel to work effectively with preschool children in a variety of settings.
3. The curriculum be in a modular format which is portable, flexible, accessible and also reflects client needs. A competency-based approach is recommended.
4. The delivery format be established to include a permanent program at Kelsey Institute with an affiliated day care centre, a Regina satellite, and a community college outreach system throughout the province.
5. An advisory committee be established to represent the needs and concerns of the potential clientele.

The model day care centre referred to above is regarded as an essential component of the training program at Kelsey. Such centres are important features of Child Care Worker programs across the country. One of the primary reasons cited for college-affiliated centres is that staff in existing centres frequently lack the necessary qualifications to adequately supervise students. In addition, most centres are financially unable to acquire high quality toys and equipment. An easily accessible centre, at or near the college, also greatly facilitates the teaching component of such a training program.

The attention to the need for preservice training as well as inservice delivery throughout the province is to be commended. However, the emphasis on training personnel to work effectively only with preschool children might be questioned. Training staff to work with infants and school-age children should also be addressed and

appropriate modules should be included within the training program to accommodate the training needs of these personnel.

The duration of the program is also not addressed in the proposed implementation plan. While it is recognized that competency-based approaches allow flexibility in entrance and exit levels, it is also important that potential clients have some idea of the time commitment which can usually be expected for completion of the program. This is especially salient when economic factors and employment cycles are considered. Having flexible admission criteria can also work to benefit special interest groups such as natives and the handicapped by encouraging them into the training program. It is therefore suggested that the Kelsey Institute establish an admissions policy which will work to that end.

During the development of the training program at Kelsey Institute, it is hoped that consideration is given to a pattern of diploma and certificate programs which would allow some flexibility for the student and also provide some recognized level of competence. The first level which would require one academic year to complete might provide basic theory and practical field experience to students who then would be competent to implement programs for young children. The second level, requiring another academic year, would be aimed at developing competence in development, implementation, supervision, and evaluation of programs for young children.

2) Inservice Training

The need for continuous renewal is indispensable in any human endeavour and also is recognized by experts and professionals in the child care field. Inservice education is believed to be a means of insuring high caregiver motivation and alleviating the burden of dullness and routinism. This training can take many forms. It might include course work such as the Saskatchewan 40-hour course, workshops given by directors or early childhood experts, or competency-based extension programs such as those offered by the Nova Scotia Teachers' College or the Red River Community College in Manitoba.

The concern for inservice training is widespread in Saskatchewan. Some of the briefs indicated a need for improved inservice training

which would build on the skills which workers already possess. Directors (Interviews with Director, 1980) reiterated this concern when they emphasized that inservice training must be flexible so that specific weaknesses of each caregiver might be improved.

Table 19 gives an indication of training preferences of staff, providers and directors.

TABLE 19

Preferred Types of Training*

Type of Training	Directors %	Day Care Staff %	Providers %
Inservice workshops	85.4	66.3	45.8
Lectures/conferences	60.9	40.0	30.1
Certificate programs	48.7	45.0	22.9

Source: Directors, Staff and Providers Questionnaires, 1980.

* Totals are not equal to 100% as respondents were asked to indicate a range of choices. This table groups the "critical" and "important" responses.

Overall, directors manifested the highest interest in each category of training while family day care providers showed the least. Day care staff chose certificate programs as a second choice which may indicate a desire for continued training which enhances their skills and results in some form of recognized diploma or certificate. Inservice workshops proved the most popular choice for all three groups, possibly for monetary reasons.

Ninety per cent of Directors indicated that they provide some financial assistance to encourage staff to attend conferences

or courses, however, only 28% were able to provide full assistance. It is likely that the combined costs of the fees, hourly wages, and payment of a substitute worker are beyond the budgets of most day care centres which, therefore, prevents most of the existing staff from seeking any type of educational upgrading.

Providing training opportunities for family day care providers is an area of great concern. Less interest in training by home providers has been noted not only in this investigation but also in others (Shell and James, 1977). Even when interest among providers is present, the means of delivering successful training is not always clear. Diversification in content, format, and scheduling is needed in order to take into account the wide range of needs and the isolated and regionalized nature of this form of care. Inservice training should focus on child development, should pertain to the ages of the children in care, and should promote awareness in such areas as health, safety, and sanitary procedures, nutrition, in addition to communication with parents and outside agencies.

Development of an effective inservice program will depend upon the co-ordination of existing professional and community resources. Because of the complexity of the efforts required to develop, deliver, and evaluate inservice programs, success of the program will be contingent on the co-operation of centres, day care associations, as well as experts and professionals in the community. It is recommended that the Day Care Section be responsible for a continuing inservice training program.

Effectiveness of inservice training is also influenced by the accessibility of that training. With centres and providers located in urban and rural areas, it is important for training to be taken into locations where interested personnel have an opportunity to participate. Economic considerations will also influence the accessibility of inservice training for employed staff. Funding for fees and/or staff replacements would assist centres and staff in participating in inservice programs. In addition, wages which reflect the improved

competency level of program participants would encourage continued involvement. The sense of professional worth coming out of adequate training programs, improved wages and better working conditions would help reduce turnover in day care staff thereby providing a better environment for children.

3) Competency-based Training Programs

One training approach which addresses both preservice and inservice staff training is the competency-based program. In this approach, specific job requirements are developed by which individuals are assessed. Because assessment of competence is individual in nature, the length of time required to acquire and assess the competencies will vary from a few months to several years.

Advantages of a competency-based program somewhat compensate for the deficiencies of the more usual qualifying routes available. For instance, in a competency approach an individual's ability to perform practical work activities directly linked to a particular job is assessed by persons in the field. More exclusively academic programs may not in fact provide this practical experience. Variations in content and information from one training program to another may also limit an individual's ability later to perform a job competently. With a competency component in the training delivery, there is a built-in link between knowledge and conceptual information, and actual job performance.

Competency-based programs can also be of benefit to employed caregivers. An evaluation system designating levels of functioning usually accompanies a competency-based approach. This system allows for identification of competencies at particular levels for caregivers through both preservice and on-the-job training. Because experience per se does not

guarantee the acquisition and refinement of requisite competencies, this assessment procedure can identify areas of strength and weakness in a particular caregiver. After analysis, the caregiver can be given the opportunity to participate in on-going activities which enhance and develop the additional competencies considered essential to quality care of young children.

The Competency-based Training Program for Preschool Care currently in use in Nova Scotia lists 288 competencies classified into four core competency areas:

1. the Community,
2. the Facility,
3. the Child, and
4. the Adult.

A further division of competencies based upon the level of difficulty allows for trainees to be certified at four levels of performance. A graduate of the program, a Child Development Services Associate (CDSA), can be certified in the following ways:

Level I	Can work at this skill satisfactorily but requires periodic supervision.
Level II	Can work at this skill satisfactorily without assistance and/or supervision
Level III	Can work at this skill with more than acceptable speed and quality and with initiative and adaptability in special problem situations.
Level IV	Can work at this skill with more than acceptable speed and quality, with initiative and adaptability and can lead others in working at this skill. (p. 7)

Other provinces are also considering the importance of competency programs. Alberta recently announced a registry system which will recognize demonstrated ability as one of two routes to registration. In addition, Ontario is proposing the establishment of a working group to recommend specific competency-based approaches to the training of their

day nursery staff. Included in the Proposed Standards and Guidelines (February, 1980) for Ontario Day Nurseries, is a list of ten core competencies, for day nursery staff and supervisors. In Saskatchewan, the Advisory Board of the Day Care Training Program at Kelsey Institute of Applied Arts and Sciences is seriously investigating the use of a competency-based approach which would fill the dual needs of inservice and preservice training for day care personnel.

Though the strengths of a competency-based approach are widely acknowledged, there is a need to note the limitations inherent in any list of competencies no matter how exhaustive. Stating competencies in behavioural language lends a measure of objectivity to the selection, training, and evaluation of workers but, at the same time, it is difficult to assess the quality of performance using the same language. Coupled with this difficulty is the question of consistency of interpretation from one evaluator to another. Conceptualization of specific attributes may be difficult with the result that these attributes may be ignored, misinterpreted, or judged in varying ways depending upon the particular interpretation. Further, personal attributes and unique qualities of staff members may necessitate some subjective judgements which are not part of competency descriptions. Competency descriptions are indeed useful and necessary to the evaluation of abilities and skills acquired by individuals during training and work experience but are not sufficient indicators. Additional modes of assessing personal qualities and capacities must be included in order to determine an individual's competence in the work place.

Attention must also be given to the concept of team competence. Centre effectiveness depends upon a variety of skills and abilities distributed among the staff. For true competence in the working environment all members of the team must be considered. Competency assessment, though valuable on an individual basis, should not preclude the importance of team competence (Clifford, 1975; Ontario, Ministry of Community and Social Services, 1980).

The most difficult task is not the listing of appropriate competencies, but rather the development of a training approach which is actually compatible with each of the foregoing tasks. This appears to be the challenge in the development of the Kelsey training program. While there are comprehensive lists of competencies available and even accompanied, in some instances, with evaluation suggestions, the choice of training approach is not so simple. Although the Saskatchewan scenario shares some of the same deficiencies and needs in training caregivers as other provinces, there are also some specific areas which must be addressed. For example, both infant and school-age child care require specially trained personnel with specific age-appropriate competencies. In order to expand these programs, trained, competent staff is necessary. Finding a program which provides infant and school-age as well as preschool training will present difficulties since most approaches do not include competencies or training components for all three categories. Consequently, it may be necessary to supplement existing programs with modules especially designed to meet the requirements of this province's unique needs. However, with the combined expertise of day care personnel and experienced curriculum designers and planners these types of difficulties can be successfully resolved.

4) Recognition of Competencies

Neither the usual qualifications assessment nor competency-based assessment taken separately are sufficient indicators of staff competency. In order to encourage the utilization of both routes in recognizing caregiver abilities, a process of official assessment at the provincial level is proposed. This procedure can be viewed as a means of assessing experience and training. Inservice caregivers who may not wish or are unable to participate in a formal training program may demonstrate competencies which allow for accreditation within such an evaluation process.

This process would also guard against the displacement of existing staff by preservice graduates. Persons trained in other fields would also have the opportunity for assessment of competencies which, in turn, could lead to employment opportunities in the day care field. Personnel who participate in either inservice or preservice training programs may desire reassessment after completion of some or all of the training.

This assessment process will involve the development of a Certification Board comprised of three representatives of the day care associations of the province, one representative from the Department of Continuing Education, and one representative from Saskatchewan Social Services. Each member of this board would have one vote. The member from each of the government departments would provide the support framework within which this board would function. Provincial funding for this undertaking would be necessary in order to allow for research, writing, public liaison and assessment procedures. A full time secretary is also recommended to facilitate assessment procedures and give continuity to the Board.

The Certification Board would develop a guideline consisting of competencies and personal qualities deemed desirable in caregivers and an accompanying assessment mechanism. Assessment of these competencies should include two routes:

1) demonstrated ability or
2) evaluation of previous training.

The evaluation process would reflect levels of competence as well as the various areas of competence required for the particular job being performed.

With regard to the Certification Board, three distinct groups within the day care community can be identified. These include directors or supervisors, primary staff, and assistant staff

personnel[4]. Each of these groups represent particular areas of competence and, in turn, may require different levels of competence in order to perform their duties satisfactorily. Certification of these groups must acknowledge these differences.

Although the initial tasks of developing competency guidelines and an evaluation process would be time-consuming, it is conceivable that this could be accomplished by a full-time person working under the direction of the board in a period of six months. From that point, it is suggested that certification of the three groups designated above begin. Day care staff would be required to become certified at one of the levels within five years of the inception of the certification process. New staff would be allowed to apply for assessment after a period of employment to be designated by the board.

This chapter has summarized the components necessary to any quality day care program: principles, philosophy, nutrition, staff child ratios and caregiver qualifications. The next chapter suggests extending these components to the care of groups of children largely ignored in the provision of day care services.

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4 Directors are those personnel who spend the majority of their time in administrative duties in the centre.
Supervisors are those personnel who may spend some time in administrative functions but also are directly involved with the program staff personnel in planning programs and interacting with children.
Primary Staff are those personnel who are directly responsible for the care and well-being of a group of children for more than 50% of the time in the centre.
Assistant Staff are those personnel who work with a group of children more than 50% of the time under the direction of a primary staff person.

CHAPTER VI

6. EXTENDING THE QUALITY PROGRAM

The Day Care Needs Study (1978) identified several categories of children who have limited access to regulated day care spaces. The following section will discuss the need to expand the quality and quantity of regulated day care to include infants, school-age children, special needs children, and native children. The need to regulate nursery schools is also addressed briefly.

6.1 Infant Day Care

In 1977 infant care in centres was phased out, however, two Moose Jaw centres were granted special waivers to continue operation of infant care. (In these two centres, the staff-child ratio for infants is regulated at a level of 1:3).

Besides these two exceptions infant care in Saskatchewan is restricted to family care homes. Regulations for family day care homes allow 3 children in the age range of six weeks to thirty months in addition to 5 school-age children to be cared for where no pre-schoolers are involved. Where preschool children are also cared for, only 2 of the 5 preschoolers allowed may be under thirty months of age.

6.1.1 The Need for Infant Day Care

In Canada, it was estimated that in 1979 only 4.1% of the 217,000 children under the age of 2 with working mothers were receiving regulated child care. Children under the age of two years compose less than 7% of children enrolled in day care centres in Canada and 32% of those children registered in family day care homes (Status of Day Care in Canada, 1979). The percentage of infants who need care, but who actually have access to regulated care spaces is therefore very low. The same publication reported the loss of over 3,000 infant spaces between 1978 and 1979 (p.6), further complicating the problem of availability of infant care spaces.

There is also a limited availability of infant care spaces in Saskatchewan. As of March, 1980 (Saskatchewan Day Care Section, Program History), there were only 18 spaces allotted for the care of infants in the two Moose Jaw centres and 65 spaces in family day care homes for a total of 83 spaces. This represents approximately 2% of all day care spaces - less than the national figure.

During the review of the day care services in Saskatchewan 31% of submissions stated that there were too few child care spaces available in the province and advocated in particular the further development of both infant and school-age care. The two centres in Moose Jaw reported that their infant spaces were always filled, and often have long waiting lists. In addition, day care directors in both rural and urban communities stated that infant day care service is frequently requested by parents. It would appear that there is a general acceptance and need for infant care in group settings.

6.1.2 Quality Factors in Infant Day Care

Any recommendation for the establishment of infant care in Saskatchewan must be accompanied by a discussion of the quality factors related to that care.

In a recent article, Sonderman and Whiren (1980) wrote that quality programming for infants and toddlers is very much dependent on staff competence, physical facility and the centre's link to outside resources. This section attempts to outline some of these quality factors which are essential to infant care.[1]

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[1] For more information, see the following:

a) Day Care, 2 Serving Infants, U.S. Dept. of Health, Education and Welfare, Office of Child Development, Washington, 1971.

b) McDiarmid, N., et al, Loving and Learning, New York, Harcourt Brace Jovanovich, 1975.

c) Provence, S., Guide for the Care of Infants in Groups, Child Welfare League of America, Inc., New York, 1971.

d) White, B. The First Three Years of Life, New York, Avon Books, 1975.

1. Physical Environment

The physical environment should be conducive to the optimal development needs of infants. Specifically, the facility must be "child-proof", safe and hygienic. It should have adequate space for movement and exploration in addition to a separate sleeping area. The facility should be large enough to provide separate areas for toddlers and infants in order to protect each against overstimulation. Age-appropriate toys and equipment should be readily available.

2. Developmental Needs

a) Environmental and Social Stimulation

Any quality program for infants will necessarily provide adequate and appropriate stimulation to the developing child through the provision of interesting objects to explore and examine as well as through nurturing attention from social interaction with informed adults (Pizzo, n.d.).

One of the keys to successful interaction between caregiver and infant is program planning. Program guidelines defining essential ingredients for personalized stimultion have been developed for use in infant day care settings (Fowler and Khan, 1978; Tronick and Greenfield, 1973). Such guidelines in combination with supportive help from community resource personnel can ensure development of sound, quality programs which enhance infant/toddler growth opportunities in group settings.

b) Consistency of Care

Continuity of care can be assured with careful planning of schedules and stringent control of staff/child ratios so that caregivers are responsible for the care of and interaction with only two or three infants over time. Substitute caregivers not only should be few in number but also should be aware of the child's individual nature and routines. Communication is essential between caregivers and parents to encourage consistency in care.

Consistency of care also entails consistency in child-rearing approaches. Parental involvement in policies regarding the approach in a particular centre is of utmost importance in order to clarify values and practices. Such co-operation will enhance not only the child's development but can also encourage parental involvement in the day care program.

3. Staffing of Infant Day Care

a) Training

All training programs must recognize that persons given the responsibility of caring for infants require a knowledge of early human development as well as a demonstrated competency to interact with developing infants in a nurturing manner.

b) Staff/Child Ratios and Group Size

In centre care for infants, the determinants of quality revolve around high staff/child ratios and small groups. The high ratio of staff to children is necessary because of the need of babies for stimulation and interaction. Regulated ratios for infant care in Canada vary from 1:3 to 1:10 Most professionals and researchers consider

the latter to be inadequate (Fowler, 1975). The Child Welfare League of America (1969) recommends a ratio of 1:2 for infants. It has been argued that more than one age category should be used in determining ratios for children under two years of age (FIDCR, 1978). Attempts have been made to define developmental stages which have different caregiving needs - birth through 12 weeks, 13 weeks to one year (or walking) and 1 to 3 years. Fowler (1975) suggested a 1:2 ratio under one year of age and 1:3 or less for the second year of life.

Because of the detrimental effects of over-stimulation and noisy environments in large groups, a small group size is recommended (NDCS, 1979). A total of 6 infants in one centre is viewed as a maximum number.

4. Parental Control and Involvement

Because of the special nature of the mother-infant bond there is a distinct need for parents to be in close communication with the substitute caregiver (Pizzo, n.d.). The setting of policy regarding child-rearing values and practices, and alleviation of guilt feelings which parents may experience when leaving infants in substitute care necessitate a clear understanding of roles in the substitute care setting. Communication between the caregivers and parents must be promoted to ensure a consistent quality of care.

5. Community Resources

Especially important in the delivery of infant care services, is the utilization of community resource personnel who have the specialized skills and training to support the

care and development of the infant. It is strongly recommended that municipal, provincial and community resources be involved in delivering back-up support in such areas as public health, dental health, mental health, and early education.

6.2 School-Age Day Care

Although there has been a marked increase in research concerned with the services and effects of day care on infants and preschoolers, the needs and services for school-age children have received limited attention (Harris, 1977). School-age children, for purposes of this report, are defined as those aged 6 years to 12 years inclusive who attend school full-time. Day care programs for this group of children involve supervision before school, during lunch, after school and during holidays.

Children, even in middle childhood, require guidance and supervision in handling emergencies and avoiding difficulties. Further, it is important to help children avoid developing "behavioural patterns that may lead them into trouble in later years" (Report by the Regina Status of Women, 1980). Finally, school progress may be affected by the "amount and quality of supervision" the child receives (Report by the Regina Status of Women, 1980). It is recognized that as the young child matures, less supervision is necessary, but the young child has a right to expect proper care throughout these important years.

The need to accommodate the supervision requirements of this age group has been addressed in various ways across Canada. Unfortunately there is not always detailed information available which more fully describes these programs. It is of interest to note, however, that in the province of Quebec, legislation allows school boards to administer, finance and evaluate school-age day care services.

In 1979 it was reported that there were 5,434 school-age children in day care centres and 1,642 in family day care homes in Canada (Status of Day Care in Canada, 1979). The latter figures represent only .3% of children in this age group whose mothers were employed.

The limited number of regulated spaces for school-age children is also a problem in Saskatchewan, as identified by a number of groups. Twenty-six briefs noted that there was a need for more day care spaces in general, with school-age programs particularly mentioned. One brief, in its entirety, examined the importance and need for organized care for the school-age child in the city of Regina.[2]

The Day Care Needs Study (1978) estimated that only 1.0% of school-age children requiring care actually have access to regulated care spaces. Sixteen per cent of respondents favoured the innovation of lunch and after-school programs for school-age children. It was estimated that the total number of school-age children who might use day care on a full-time or part-time basis is over 18,000. Considering the limited number of school-age spaces currently available it seems apparent that continued development is necessary.

6.2.1 Program Components

As with any other quality child care program, the service provided for school-age children must promote the holistic developmental needs of this particular age group and accommodate the needs of working parents. In this age category, the developmental needs of the children are distinct from those of children at the preschool level. Consideration of these needs must take account of the increasing ability of these children to make choices and take responsibility for self-direction. Out of school programs ought not duplicate the elementary school program but rather should supplement it.

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[2] This brief, School-Age Day Care, A Report by the Regina Status of Women, June 1980 touches on a number of issues involved in providing a school-age program and makes recommendations aimed at facilitating its development.

Caregiver interaction with young school-age children will also differ from the type usually considered appropriate for preschool children. Because these children are capable of independent activities and of participation in decision-making processes, the caregiving staff need to allow for active involvement in programming decisions and planning. Therefore, supervision of children's activities would take precedence over the strict direction and planning of all activities by centre staff.[3]

Staff/child ratios and group size for this age grouping are somewhat less stringent than for younger children. However, due to the flexible nature of the program appropriate for young school-age children, there is some need to keep the ratios at a level which allows for individualized attention but also encourages group interaction.

Training considerations for caregiving personnel for this age group include the same general goals as for all caregiving staff. At the same time, some specific components which encourage the development of competencies related to the enhancement of school-age children's growth and recognition of their particular needs must be included. The training approach must emphasize the importance of the unique qualities of a school-age program.

6.3 Day Care Services for Kindergarten Children

Kindergarten children require care for a longer period of time during the school day than do full-time school-age children but are affected also by school holidays. There are some specific difficulties in providing care for these children. When accommodated in a preschool centre, the schedules for preschoolers and kindergarten children must be carefully arranged so that neither group interferes with the other's needs. Another problem arises with scheduling of hours when kindergarten children must be cared for during a half-day session and other

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[3] Guidelines for school-age programs have been developed in other provinces. Two of these are discussed in the School Age Day Care Report (Regina Status of Women, 1980) and emphasize important aspects of this type of day care service.

children are at school Programming activities require some adjustment because of the differences in developmental levels of the preschool group and the five-year-old kindergarten group.

Centres have attempted to meet the care needs of kindergarten children in a variety of ways. Some preschool centres care for kindergarten children during the required hours and send them to school in the afternoon session when preschoolers are resting. Still other preschool centres accommodate kindergarten children in a group separate from the preschool children and plan appropriate activities which do not interfere with the preschool schedule. School-age centres sometimes accommodate kindergarten children by remaining open for extended hours.

Because of the difficulty in accommodating the wide range of ages and variations in scheduling, an attempt to provide some flexibility for kindergarten staff/child ratio and group size has been made in the recommendations. Kindergarten age children can be accommodated in either the preschool grouping (ages 3 to 5) or the school-age grouping (ages 5 to 8). The latter category accounts for the developmental similarities among these chronological age groups and recognizes the differences in development between this group and the next (ages 9 to 13).

6.4 Special Needs Children

In 1970 the Celdic Report[4] recommended the development of both full-time and part-time care programs to include handicapped children. Others support this view. "Day-care is a necessary service for the families of young severely and moderately retarded children... (and) should be provided in the mainstream facilities of the retarded child's community" (Bloom, 1976). Day care settings can

[4] The Report of The Commission on Emotional and Learning Disorders in Children (Celdic Report) was based on a national study of mentally retarded children. The Commission put forward recommendations for intervention, which included day care, in the care and stimulation of mentally retarded children.

offer early integration, relief to families and experience outside the home (Ketchum,1977). Taking into account the positive effect of minimizing the child's handicapping condition through a quality developmental day care program and the support the service can give to families in managing handicapped children, it is important to encourage the integration of special needs children into regular day care services.

Benefits from an integrated program would accrue not only to the special needs children but also the "normal" children involved. Flexibility of young children's attitudes allow for ready acceptance of handicapped children's involvement in everyday experiences. This, in turn, fosters the understanding of the right of all children to participate fully in the mainstream of society.

Several provinces provide some form of day care services to special needs children. Frequently this care occurs in a segregated situation which caters specifically to handicapped children. British Columbia and Ontario, for example, offer this type of licensed care. These two provinces also offer possibilities for integration of special needs children into regular day care settings. Saskatchewan has been a leader in funding this type of integrated service.

Saskatchewan regulations call for provision to be made for the integration of such children into the regular day care program but no clarification of the level of integration is made. The regulations require that "any staff member responsible for the care of a handicapped child enrolled at the centre shall have the requisite training, knowledge, or skills" (Summary of Day Care Regulations, p.18), but no description of the training, knowledge or skills is given for guidance. While centres are allowed to accommodate a maximum of 15% of total child care spaces to children with physical, mental, or emotional handicaps, they may apply to have this maximum raised to 25%. The staff/child ratios remain the same when special needs children are integrated into the program.

As of March 1980 there were 39 special needs children integrated into day care centres in Saskatchewan. This represents less than 2% of licensed spaces, far below the maximum 15% allowed under the regulations. That there is need for licensed spaces is obvious by the concerns voiced in several of the briefs. That there is a desire to accommodate the need is indicated by day care directors who, when facilities permit, do attempt to accommodate handicapped children. (Interviews with Day Care Directors, 1980.)

What are the difficulties then in promoting integration? Perhaps one of the major reasons has been identified by a development worker who indicated that a considerable amount of time must be devoted to the assessment and approval of grants for special needs children. The process involves interviews with parents, the child, the referring agency as well as the director and staff. In addition, each case must be reviewed within a year. Because of the time required and staff shortage in the Day Care Section, this has become, in her words, "a neglected area".

Promoting the development of special needs spaces in existing and future centres seems to necessitate the following considerations:

1) an increase in Day Care Section staff personnel who can devote time to the assessment and granting procedures in order to expedite the initial process and ongoing reassessment;
2) the development of guidelines by the Day Care Section which would include an outline of the process involved in the integration of special needs children into regular centres, a list of resource materials and agencies or personnel who can assist in program planning, and ideas on how to structure individual programs for children;
3) the availability of inservice training programs which will increase staff competency in dealing with special needs children as well as update staff who have a background in the area of special needs;

4) the provision of a support network which would include specialists and professionals in various community agencies and government departments with a mandate to work with day care directors and staff personnel to encourage the highest quality of service delivery to these children. Departments such as Health and Education include persons with such expertise;
5) the investigation of the actual costs to provide quality care to special needs children in regular settings, with a view to increasing the grants now available; and
6) the need to investigate staff/child ratios for groups where special needs children are integrated.

6.5 Needs of Native Children

The need for developing an awareness of multicultural patterns among day care personnel is indicated in studies which deal with multi-ethnic families (Fowler and Khan, 1978). In Saskatchewan, this need is especially cogent when the native community is considered. Native women, in seven briefs presented to the Day Care Liaison Committee, clearly described the need to immediately establish native day care alternatives. One brief summarized the problems facing native parents as follows:

> "Perhaps one of our major concerns and needs would be the cultural aspect of day care. There is a need for our children to develop a positive identity about themselves. While this can be done in the home, it also needs to be done at other levels. Racism, sexism and other forms of discrimination form at an early age and efforts should be made to combat this."

Another brief discussed the plan to develop a "family care program designed to respond to the child care needs of the whole family unit". Within that proposed care program the following provisions are considered:

- extended hours
- transient and crisis situations
- temporary, permanent, part-time and full-time placements
- transportation
- home-like services.

With the predicted increase of Saskatchewan's native population, especially in urban areas (Svenson, 1978), the need for native day care spaces will increase dramatically. At the same time the need for trained day care staff who understand the cultural heritage and values of the native community will grow.

Development of such native care alternatives and the training of culturally aware staff are two areas which must be supported and encouraged if the needs of native children and families are to be met within Saskatchewan's day care program.

6.6 Nursery Schools

Traditionally in North America, nursery schools have emphasized educational guidance for upper income parents and their young children. The Canadian Council on Social Development (1972) reported that nursery schools tended to serve "children from homes of relatively higher socio-economic status than either day care or special needs centres". Though nursery schools are of many types and forms, they share certain recognizable features: firstly, they are commonly part-time programs (usually not more than 3 hours per day); and secondly, they use teaching methods and materials influenced by such early childhood education pioneers as Italy's Maria Montessori, Britain's Margaret McMillan; and America's Patty Smith Hill and Harriet Johnson.

The value of a high quality nursery school program for young children is emphasized in the literature (Read, 1976). While the purposes of nursery schools vary, the standards by which quality is judged are somewhat similar in all settings catering to young children's early developmental needs.[5] Staff training, staff/child ratios, group size, program activities and physical environment all interact to affect the quality of the experience of the young child. Indeed, high quality day care centres do contain the educational component usually associated with nursery school programs. To date, there are no provincial regulations which set minimal standards for even the health and safety of preschool children in part-time group settings.

In contrast, other provinces regulate the operation of nursery school programs, often within the context of the provincial day care regulations. Ontario has for many years set minimum standards for part-time care programs. British Columbia, Alberta, and Quebec have also recognized the desirability of regulating nursery school programs. The need for improved quality and support for nursery schools is evident in other countries as well (Lestor, 1978; DeLeon, 1975; Elkind, 1973).

In Saskatchewan there are numerous group care nursery and play school services for preschool children. The extent, however, of this network of programs is largely unknown. A survey conducted by the Department of Education in 1972 indicated that there were 261 operating

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5 Nursery school may exist to serve a number of purposes. These include nursery schools which serve as laboratory or research centres for institutions such as universities, co-operative nursery schools which provide opportunities for participation in an education program within the limits of the family's income, play schools which are community sponsored and allow for social interaction among similar age groups, and nursery schools for children with special needs who cannot be accommodated in a regular program.

centres catering to approximately 4,800 four and five year old children.[6] In this report it was noted that most of the programs generally provided one-half day experiences for about 6 months of the year. Today, eight years later, there is still no definitive information available which more accurately describes either the human or physical resources of these settings. It is impossible at this point in our deliberations about care services for children to discuss with any degree of certainty the quality of care in these part-time group care settings for preschool children.

It seems appropriate and practical then, to recommend the integration of part-time group programs for young children into the provincial day care regulations. Such an integration presumes the need for further investigation of the groups affected by these regulations. This would include the examination of the recently established (August 1980) Pre-school Co-operative Assistance Policy developed by the Department of Co-operation and Co-operative Development.[7]

Expanding the quality program is not possible without an examination of the day care facilities currently available. A truly enriched program also requires more government funding. Chapter VII addresses the issue of facilities and Chapter VIII addresses the financial implications of improving day care services in the province.

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[6] More children were in part-time nursery school settings in 1973 than are currently registered in full-time group day care.

[7] This policy established the guidelines for a start-up grant for co-operative preschools, with a minimum level of $250 and maximum level of $500 per applicant depending on number of children and hours of operation.

CHAPTER VII

7. DAY CARE FACILITIES

This chapter reviews the components of the physical facility including indoor and outdoor space requirements, toilet arrangements, kitchen facilities, isolation, sleeping and storage areas, lighting, equipment, and staff space. It also examines the issues of transportation to and from centres, and the availability of equipment for family day care homes. Two little-used alternatives - facilities in the workplace and school - are also addressed. Under certain circumstances these facilities may be viable alternatives for some parent groups currently attempting to locate suitable facilities for a day care centre.

7.1 Present Day Care Facilities in Saskatchewan

At present, the acquisition of a suitable physical facility is one of the main obstacles facing groups attempting to develop day care programs. In existing centres, the expense of maintenance and renovation of a poor facility is frequently a cause of financial hardship and decline in program quality. Table 20 illustrates the location of centres in Saskatchewan.

TABLE 20

Location of Day Care Centres

	Number	Percentages
Home	9	22.0
Church	11	26.8
Storefront	3	7.3
School	3	7.3
Industry or work place	1	2.4
Other*	14	34.1
Total	41	100.0

Source: Directors Questionnaire, 1980

* "Other" refers to converted church halls, community centres and storefront locations

Approximately one-half of centres are located in either houses or churches with less than 10% being in schools or workplaces. However, in recent years, centres in these two locations are increasing in popularity which may indicate a trend toward utilization of this type of facility.

Many centres are located on floors that are not ground level. Over 40% have access to two or more floors. These centres appear to be the ones situated in houses and converted stores. Seventeen per cent have access only to the basement. (See Table 21.)

TABLE 21

Floor on which Centre is Situated

	Number	Percentage
Basement	7	17.1
Ground or first floor	10	24.4
Second floor	5	12.2
Above second floor	2	4.9
Other*	17	41.5
Total	41	100.0

Source: Directors Questionnaire, 1980

* Other refers to centres using more than one floor; this generally includes the basement.

An examination of the type of lighting (Table 22) utilized in centres indicates that few centres have natural light available as a primary source. More than one-third of the centres rely on fluorescent lighting while over 40% use more than one type of lighting. Below-ground locations may be a factor in this.

TABLE 22

Type of Lighting in Day Care Centres

	Number	Percentage
Incandescent	5	12.5
Flourescent	15	37.5
Natural	3	7.5
More than one type	17	42.5
Total	40	100.0

Source: Directors Questionnaire, 1980

Only 15% of the physical facilities are owned, while 85% are rented. Rents paid by centres range from zero to $1,360 per month[1], while the average rent paid is $541.

Many briefs addressed the inadequacy of the physical facilities of day care centres. Seventeen briefs specifically requested that maintenance or annual operating grants be provided to centres, nine recommended that start-up grants be increased, and five stressed the importance of building new facilities designed specifically for small children. Three briefs suggested using low interest government-sponsored loans to pay for renovations, and two requested the provision of relocation grants.

The briefs also made general recommendations about increasing the amount and quality of the physical space. Two suggested an increase in useable space to 50 square feet per child, and one recommended improving the space requirement for all of the age groups. Other major problems identified in the briefs and submissions included finding suitable locations, high rent, limited outdoor play space, and lack of equipment. The next section looks at specific aspects of some of these problems.

7.2 Aspects of the Physical Facility

7.2.1 Space Requirements

Current Saskatchewan legislation requires that day care centres have 35 square feet of "useable" floor space per pre-school child, exclusive of kitchen, storage and office areas. The requirement for school-age children is 25 square feet per child. However, most of the literature cites 50 square feet per child as the preferred minimum (CCSD, 1973; CWLA, 1960; Clifford, 1972; Evans, 1971; FIDRC, 1978).

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[1] Since the compilation of data for this study, one centre has indicated that it pays a rent of $1600 per month.

For comparison purposes, Table 23 presents the minimum space requirements as stipulated in the legislation for each of the provinces in Canada.

TABLE 23

Indoor Space Requirements per Child by Province

Province	Space Requirements
British Columbia	3 m^2 (32 sq. ft.) Special needs - 4 m^2 (43 sq. ft.)
Alberta	3 m^2 (32 sq. ft.)
Saskatchewan	to 6 years - 35 sq. ft. 6 and over - 25 sq. ft.
Manitoba	25 sq. ft.
Ontario	30 sq. ft. Handicapped - 60-75 sq. ft.
Quebec	0-2 years - 35 sq. ft. 2 and over - 30 sq. ft.
Nova Scotia	30 sq. ft.
New Brunswick	35 sq. ft.

Sources: 1) Saskatchewan, Department of Labour, Women's Division, 1980.
2) Price Waterhouse Associates, Alberta, 1980.

Although the Saskatchewan indoor space requirements are comparable to other provinces, it is suggested that Saskatchewan take the lead in providing greater space requirements for the increasing numbers of children requiring full-time day care. It is recommended that the amount of useable floor space/child be increased from 25 and 35 square feet for pre school and school-age children to 50 square feet for all children. It is also recommended that the current space requirements for infants be increased to 75 square feet per infant.

7.2.2 Toilets

A second area of concern in terms of actual physical requirements is the number of toilets per child, and the provisions of separate toilet facilities for staff. In a study of Canadian Day Care Standards, Hepworth

(1976) found that the Canadian requirements of one toilet and wash basin to every 10 or 15 children, was minimally adequate, but low in comparison to day care centres in Britain. The Child Welfare League of America (CWLA) suggests a ratio of one toilet and basin for every eight to ten children, preferably located just off the playroom. The CWLA (1966) also recommends the provision of separate facilities for staff. The current ratio in Saskatchewan is 1:15 in settings which accommodate all ages and 1:30 if the children are all of school age. It is recommended that Saskatchewan reduce the ratio to one toilet and basin for every 10 children, and further require that separate facilities for staff be provided.

7.2.3 Kitchen

Present Saskatchewan legislation requires that centres ensure the availability of facilities for the safe storage of food, but does not require that any food actually be served. Since it is the suggestion of this report that a hot noon meal be provided for all children in full-time care, adequate kitchen facilities will be a necessity. The CWLA recommends that kitchens must allow for receiving, checking, and storing of food-stuff and supplies, as well as food preparation, garbage disposal, dishwashing and storage of dishes. The kitchen area should be separate from the play area, and should not be used as a passageway by the children or staff.

It is therefore recommended that the kitchen facilities be upgraded in day care centres so that all children in full-time attendance might receive a hot meal.

7.2.4 Isolation Area

Hepworth (1976) found that all provinces stipulate that an isolation area for children who become ill or who require time alone must be available. The CWLA (1960, 1966) in setting standards for day care centres, suggests that the isolation area be close enough to staff and other children so that the "isolated" individuals do not feel too alone or frightened.

It is suggested that isolation areas be mandatory in all centres, and that the Day Care Section staff work with the day care directors for the best planning of the space.

7.2.5 Sleeping Area

There must be adequate space within the centre to allow for naps for all children. It is suggested that the use of cots rather than mats be adopted.

7.2.6 Storage

The importance of storage areas for the convenience and safety of children cannot be overlooked. Adequate funding should be available to day care centres to obtain physical facilities that will meet this need.

7.2.7 Lighting

Present Saskatchewan legislation makes no requirement for natural lighting. In its outline of standards for day care centres, the CWLA (1960) suggests that window area be at least 10% of floor area. The City of Winnipeg and the Province of Quebec have already incorporated this recommendation into their day care legislation. It is suggested that Saskatchewan introduce a natural light requirement. This provision would require those centres currently in basement locations to relocate.

7.2.8 Office and Staff Space

The 1973 Canadian Council on Social Development guidelines for day care services included a requirement of sufficient and adequate space for staff.

In Saskatchewan, staff facilities are often minimal or non-existent. Although the program is primarily for children, staff require rest, privacy and comfort in order to perform their duties effectively. It is recommended that the funding provided to day care centres be increased to allow adequate space for staff office and lounge.

7.2.9 Outdoor Space

Present Saskatchewan legislation does not set a minimum for outdoor playspace adjacent to the day care centre. Where no adjacent space is available, parks or public playgrounds within walking distance of the centres may be used. Eighty per cent of centres presently have adjacent outdoor space while 18% must travel two blocks or more to an outdoor play area.

Respondents in the Survey of Day Care Directors (1980) indicated that the size of outdoor playspace ranged from 200 to 7,200 square feet, with an average of 1,321 square feet. However, 53% of the respondents did not indicate the actual size of the playspace and only provided comments such as "very small" or "quite large".

Only two of the briefs submitted to the Liaison Committee made specific reference to outdoor playspace, but day care centre directors indicated that they had general concerns about locating large, safe, high-quality outdoor playspace adjacent to the centres. Several directors indicated that because of the limited supply of available facilities they had little choice regarding adjacent outdoor playspace.

The outdoor space requirements of other provinces range from 25 square feet for infants to 75 square feet for school-age children (Hepworth, 1976).

Since adequate outdoor space is an important factor in good programming it is proposed that all new day care centres in Saskatchewan have a minimum of 75 square feet per child of adjacent outdoor playspace. Such a requirement might best be introduced as a guideline rather than as a regulation in order that reasonable alternatives could be incorporated. For existing centres, it would be necessary to "grandfather" them into any new legislation which might be considered.

7.3 Toys and Equipment

Present Saskatchewan legislation allows for an annual grant to licensed day care centres of $500 for the purchase of toys and equipment. Nine of the briefs submitted to the Review Committee specifically addressed the need for more funds for toys and equipment. Two suggested increasing the annual grant to $1,500. With better quality and quantity of toys and equipment, the quality of program would be increased.

A review of the literature reveals consistent agreement with this view. Johnson (1973) states that equipment in day care centres should provide for a total learning environment and be available to encourage physical, mental and social development. A variety of equipment is recommended: transportation toys, rhythm instruments, water play equipment, science centre equipment, blocks, reading corner materials, art supplies, woodworking materials and potentially a language lab. (Evans, 1971, Mitchell 1971, CCSD 1972). It is essential to the development of quality programming that adequate toys and equipment be available.

7.4 Resource Centre

The inaccessibility of specialized toys and equipment to day care centres could be partially overcome by the establishment of a central resource centre administered by the Day Care Section.

The distribution of children's books and audio visual materials to the day care centres is being handled in some cases by the local and regional libraries. The Regina, Saskatoon and Moose Jaw Public Libraries currently have a system of book lending to day care centres. The Regina Public Library also plans to loan audio visual and professional child development related materials. However, none of the libraries felt that they had the resources or space for large scale lending of toys and other equipment.

A centralized resource centre in the Day Care Section could distribute on a rotating basis specialized and expensive materials and large pieces of play equipment. Although it would be ideal for each centre to own all types of equipment, high costs prohibit the centres from making such purchases. A central lending system would increase the centres' choices in the types of toys and equipment available for their children. An auxiliary service would be the expansion of the present library services offered by the Day Care Section in the area of professional program related literature.

7.5 Workplace Day Care

The development of workplace day care has frequently been cited as a solution to the child care concerns of working parents. At least 14 of the briefs submitted to the Liaison Committee recommended the establishment of workplace day care with financial incentives and tax breaks and the provision of consultation from the provincial government.

In situations of stiff competition for labour, high turnover and/or high absenteeism, industry based day care can benefit the employer by maintaining a stabilized work force. Also, "it allows the worker to find a job and child care in the same place, it rationalizes transportation and gives parents a chance to see their children during the day". (Friedman, 1979). However, if the focus of the program is to provide benefits to the company and not to the children or workers, high quality day care with a good staff/child ratio may not be provided. Workers may find that they are forced to accept lower wages and poorer working conditions in return for their reliance on company- based day care. The lack of parental control and the imposition of the workplace hierarchy onto the day care centre might become serious problems.

Studies conducted in the United States on workplace day care have reached similar conclusions. The initial enthusiasm for workplace day care in the 1960's and early 1970's has been eroded by more

recent concerns about problems associated with workplace day care for parents and children. Robinson (1977) showed that parents prefer neighbourhood-based day care to workplace care. The problems of commuting with young children, and possible dangers of industrial wastes are arguments against work-site day care.

Because of the many problems cited above it is not recommended that the Government of Saskatchewan initiate a new thrust in the direction of industrial-based day care centres. However, the work-site itself might offer adequate facilities which could be successfully used by parent groups wishing to establish a centre. This type of centre would alleviate the inherent dangers of employer-sponsored and controlled day care. Safe and accessible work-sites such as hospitals, where many parents work shifts, or educational and government insitiutions are considered to be acceptable and should be promoted as day care sites.

7.6 The School and Day Care

The focus of this section is the potential use of the school site by independent day care programs. At least six of the briefs specifically recommended school facility use for day care centres and encouraged the planning of new schools to include day care facilities. Ten other briefs suggested a school-site for lunch and after-school care. For preschool children, a school-site day care would offer safety (the environment is already designed for children), a neighbourhood base and would allow siblings of different ages to travel and play together. Disadvantages include concerns expressed about institutionalization of children and the long term "confinement" of children to one physical location. The school siting of preschool day care is not recommended in all instances, but it must be given serious consideration.

A very strong case can be made for the use of the school site for school-age day care. It is recommended that separate facilities within the school be made available, and redesigned for use as day care centres. Breifs presented to the Liaison Committee by the Regina Status of Women and the Parent's Committee for School-Age Day Care, outlined the great need for, and the advantages of school-based, school-age day care for early morning, lunch and after school programs. Both stress the importance of co-operation among school boards, teachers, parents and day care staff in their separate but related areas of responsibility. A provincial development officer might assist in developing co-ordination among these groups.

The Department of Education at present is taking no action in giving directives to the Board of Educatior in the use of school space. This policy may be reviewed when the day care review process is completed. The Department is concerned that if boards were "encouraged" to allow the use of school space for day care, funding would be requested from the Department to renovate or to replace the day care space. Therefore at present there are no plans to encourage the incorporation of facilities for day care or other community services into the design of new or existing schools.

The Saskatchewan School Trustees Association (SSTA) does not set policy for its member Boards, but does provide a set of "guidelines" which are resolved at the annual conventions in November. To date, resolutions regarding day care have never been formally presented to the Association for policy consideration. In fact, an SSTA representative suggested that there would be widespread opposition if a day care proposal were brought forward. The chief concerns seem to be that school teachers would have to be involved in the day care program, day care staff would have to be certified and paid as teachers, and the schools would lose some of their autonomy.

In the face of these objections it is recommended that liaison between the SSTA and the Day Care Section begin immediately. Although not the ideal solution in every case, the school site is too valuable to be ignored in the development of new day care spaces.

It is also recommended that the Department of Education encourage the construction of new schools based on a "community school" model. Space ought to be made available for children's lunch rooms, after school activity rooms, public meeting areas, and where appropriate, preschool child care facilities.

7.7 Family Day Care

The chief concerns about family day care facilities are the quality of the physical environment and the availability of equipment (C.U.P.E., 1980; Clifford, 1972).

A number of briefs specifically addressed the physical requirements of family day care homes. One brief recommended that licensed family day care homes meet the same physical requirements as day care centres. Seven of the briefs called for increased toy and equipment grants.

In terms of facility, 84% of the family day care providers offered care in a single family dwelling, 10% in a duplex, 1% in a suite, and 2% in a trailer (Directors Questionnaire, 1980). Children seemed to have access to all areas of the providers' homes, although basements and rumpus rooms were the predominant play areas.

It is recommended in this report that family day care homes be required to provide 50 square feet of useable space per child, part of which should be located on the ground floor (that is, not in the basement) and have window area of at least 10% of the floor area to allow for natural light.

While most (80%) providers have adjacent outdoor space it is recommended that the same requirements be set for homes and for

centres (75 sq. ft.). These space requirements should be introduced as general guidelines so that family day care homes without adequate yard area may use reasonable alternatives (nearby parks, playgrounds). Improved equipment grants should also be available to increase the quality of the physical environment in day care homes.

7.8 Transportation

7.8.1 Centres' Transportation Issues

For many centres the safe transportation of groups of children is severely limited by cost. At present, centres may rent buses or use staff vehicles which may not be adequately equipped or insured. Six of the briefs specifically cited transportation as a problem. Other briefs referred to it indirectly, particularly in association with school-age day care. If school-age care is not available at or near each school site, transportation is required to take the children to the centre for lunch and after-school activities.

Monies could be made available to centres for the rental or purchase of a van if daily transportation is required. The Day Care Section might even investigate the cost/benefits of the rental or purchase of a fleet of vans. Group insurance rates on the vehicles should also be explored by Section staff to ensure that coverage is adequate.

7.8.2 Parents' Transportation Problems

The location of existing day care centres is often inconvenient or altogether inaccessible, especially for low income people, who lack the means to transport babies and small children. To alleviate this problem, the establishment of small neighbourhood-based centres should be encouraged. A transportation subsidy could also be made available to facilitate the use of day care centres by low income people.

Several studies have outlined the difficulties related to transportation. The Needs Study (1978), for example, showed that subsidized parents had more problems with transporting children to centres than did non-subsidized families (Table 24). In the Day Care User Survey (1977), 23% of respondents felt transportation to be a problem.

TABLE 24

Percentage of Families with Transportation Problems

Type of Family	Subsidized	Non-Subsidized
Two-parent	21.7%	8.8%
One-parent	18.6%	7.8%

Source: The Needs Study, 1978

The issues of transportation are unexpectedly difficult. Transportation is an expensive item, yet, if it is not available, parents may be forced to choose unacceptable forms of day care. Transportation subsidies ought to be re-examined by the government as one method of assuring equal access by all families to quality care.[2]

In general, there are numerous problems with present facilities. They tend to be located in buildings that were not designed for children, many are in basements and second stories and therefore do not provide an environment conducive to quality care. In the next chapter the financial implications for improving these and other program deficiencies are examined.

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2 Transportation subsidies were suggested in the 1973 Day Care Proposal, however, they were never implemented. Subsidies were proposed for low income families (that is, those who qualified for subsidy) and families who could demonstrate that all forms of transportation open to them were unavailable or inadequate.

CHAPTER VIII

8. FINANCIAL ANALYSIS AND IMPLICATIONS

8.1 Overview

Day care costs are shared by the provincial and federal governments[1] and by day care parents. The cost of day care in Saskatchewan in 1979-80 was estimated at $5,650,000.[2] Of this total, user fees amounted to $2,641,954. or 46.8% of day care funding, and government expenditures totalled $3,008,046. or 53.2%[3]. The respective contributions are broken down in Table 25. It may be noted that the bulk of government contributions (85.2%) was in the form of subsidies paid to centres/homes on behalf of low income families.

TABLE 25

Total Day Care Expenditures, by Contributor, 1979-80

Contributor	Amount	Per cent of Total Costs
1. Government		
Administration (Day Care Section)	$ 224,804	4.0%
Grants	221,882	3.9%
Subsidies	2,561,360	45.3%
2. Non-government (users/parents)	2,641,954	46.8%
TOTAL:	5,650,000	100.0%

Source: Saskatchewan Social Services, Day Care Section, Unpublished statistics, 1980.

1 The provincial government funding is cost shared by the federal government through the provisions of the Canada Assistance Plan Act (CAP).

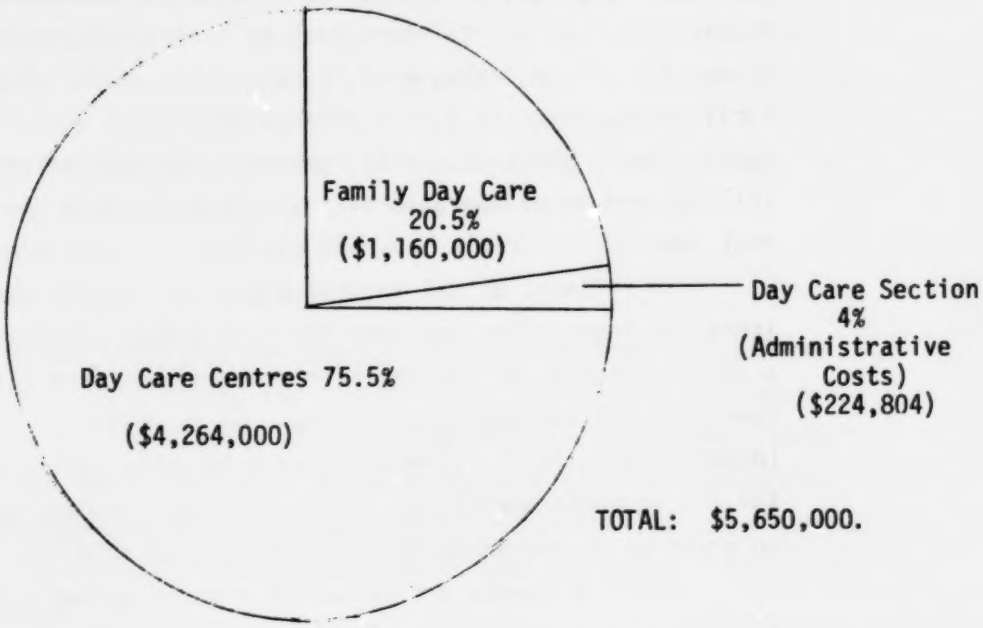
2 This amount is based on figures provided by the Day Care Section supplemented by questionnaire results.

3 This report does not address Department of Northern Saskatchewan expenditures made on behalf of centres located in its jurisdiction.

In 1979-80, it is estimated that day care contributions to centres totalled $4.2 million (75.5%) while family day care homes received $1.2 million (20.5%). The remaining funds (4%) went to the administration of the program (The Day Care Section). A cost breakdown appears in Figure 2.

Figure 2

Program and Administrative Costs, 1979-80



8.2 Government Funding of Day Care Centres

As outlined in Chapter III, the provincial government provides start-up grants ($400 per child space), annual equipment grants ($500) and Special Supervision Grants to day care centres. Subsidies are available to families who meet the provincial income test.

8.2.1. Start-up Grants

Day care groups and boards must apply to the Day Care Section for start-up grants which are intended to assist in the cost of renovations and alterations, office and play equipment, legal fees, damage deposit and/or operating costs for the first month. The amount for

which a centre is eligible is based upon the number of spaces to be licensed. In order to qualify for the full grant, the centre must obtain at least a three-year lease on its facility (Day Care Regulations).

Centres are eligible for only one start-up grant per space. The present $400 per child space start-up grant has been criticized as insufficient when the actual costs related to the establishment of a new centre are considered. The regulations and guidelines outline certain purchases which must be made including cots, outdoor equipment and toys (for example, large muscle, dramatic play, creative activity). In addition, renovations must be made to conform to health and safety regulations. Large equipment such as tables and chairs, refrigerators, stoves and office desks, must be purchased. Also, when a day care centre first opens, there is a high vacancy rate which reduces revenues from parent fees. Start-up grants frequently must be stretched to pay staff salaries and other operational costs; consequently the purchase of equipment (mostly children's toys and equipment) is postponed and often never obtained.

To estimate actual initial costs, a list of necessary equipment items and renovations was compiled from budget submissions provided by a selected number of new day care centres[4] and from catalogues supplied by specialty toy and equipment stores. On the basis of this inventory (Appendix G)[5], it is estimated that a 30-space centre needs at least $19,110 to begin operation. It is therefore recommended that the start-up grant be increased to $650 per child space (19,110 ÷ 30 = $637).

Start-up grants are issued on a one-time basis only, generally when a centre begins operation. The block grant alleviates many of the difficulties associated with costly purchases and renovations, however, financial problems arise when centres must relocate or make major renovations. It is recommended that a relocation fund based upon actual moving costs and renovations be established. The development and implementation of this fund would be the responsibility of the Day Care Section.

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4 The difficulty in determining renovations costs from day care budget submissions is that the requests are limited to costs which would be covered by the existing grant structure. Thus figures would be kept within the limit of the total start-up grant payment and real costs may not be identified.

5 For a complete list of items, readers may write the Planning and Evaluation Branch, Saskatchewan Social Services for the complete appendix.

8.2.2 Equipment Grants

All licensed day care centres are eligible for an annual equipment grant of $500 after their initial fiscal year. This grant is used to purchase play equipment and supplies. Day care staff and directors (Interviews and Questionnaires 1980) indicate that the equipment grants are inadequate. For a 30 space centre, the grant amounts to only $1.39 per child space per month for the purchase of craft supplies and replacement of toys. In addition, the amount of the equipment grant does not vary with the number of spaces in a centre so that a 60-space centre will receive the same as a 30-space centre. It is reasonable to expect that the higher the number of spaces the greater the cost of new purchases and the more frequent the replacement of toys and equipment will be. To this end, it is recommended that the equipment grants be rolled into the monthly maintenance or operating grants (See Section 8.4).

8.2.3 Special Supervision Grants

Centres may apply for the Special Supervision Grant of $150 per child per month to help defray the higher costs incurred in the supervision, guidance and assistance of a handicapped child. The child must attend the centre for a minimum of 5 hours per week on a regular basis. The Special Equipment Grant of $50 per child per month ($100 under special circumstances) is provided to purchase specialized equipment required for the handicapped child.

The last increase in the Special Equipment Grant occurred in 1977-78 and in the Special Supervision Grant in 1978/79. For the short term, it is recommended that the present amounts be increased by the Consumer Price Index[6] to $200 for special supervision and $75 for equipment. However, in the long term, it is recommended that an extensive review be undertaken to determine the effectiveness of the services that are being provided to special needs children and the adequacy of these two grants.

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[6] Canada. Statistics Canada, 1980 (CPI: 1978 - 8.0%; 1979 - 9.0%; 1980 - 9.1%).

8.3 Budget Considerations: Day Care Centres[7]

Day care centres are required to submit a proposed budget to the Day Care Section, but are not compelled to supply an audited statement of the previous year's expenditures. A perusal of files in the Day Care Section, indicates that the quality of the proposed budgets varies. This study suggests that centres be required to submit a statement of revenues and expenditures. Only then will it be possible to determine actual day care program expenditures.

Usual expenditures incurred by Saskatchewan day care centres are described in the following sections.

8.3.1. Staff costs

Staff salaries and employee benefits comprise on average 78% of centre budgets. The average day care worker in Saskatchewan earns approximately $4.46 per hour and works 34 hours per week (gross annual salary is $7,885), while directors earn $5.70/hour and work on average 38 hours per week. Gross annual salaries are approximately $11,263 (Directors and Staff Questionnaires, 1980).

When qualifications of present staff (discussed in Chapter V) are compared to similar classifications set out by the Public Service Commission (1980), the wages are far from comparable. For the purposes of this study, various specifications were examined, including the Social Service Worker II qualifications (comparable to day care directors - university degree or related experience), Personal Service Worker (recognized technical course or Grade 12 plus related experience), Assistant Social Service Worker (completed grade 12 and completion of one year at university level or related experience) and Teacher Therapist (completed grade 12 or related experience).

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[7] The average day care budget is between $76,000, as estimated from 27 day care centres budgets, and $62,000 as indicated by questionnaire returns. For the purposes of this analysis the figure $69,000 will be referred to as the average cost of operating a day care centre (based upon the average of the two budget estimates).

The wages for the above categories, as of October 1, 1980, are indicated below:

Director (Social Service Worker II)		$ 9.30 hour	($1,473/mo)
Staff	Supervisor (Personal Service Worker)	7.60 hour	($1,204/mo)
	Primary staff (Ass't Social Worker)	6.96 hour	($1,102/mo)
	Assistant staff (Teacher Therapist)	6.68 hour	($1,058/mo)

Compared to equivalent types of occupations, day care staff are considerably underpaid. The extra expenditure required to adequately raise these salaries cannot be covered by existing day care budgets.

The differences between the recommended and actual wages are considerable. It is proposed that the upgrading of present wages be subsidized by the government through the provision of general ongoing maintenance or operating grants. (See Section 8.4 for a further discussion of this grant.)

The staff/child ratio also influences the centres' budgets. (A higher ratio implies a greater number of staff for the same number of licensed spaces.) The recommendation then that ratios be increased has direct financial implications which must be met if centres are to hire the necessary additional staff.

8.3.2 Facilities costs.

Approximately, 10.7% of the day care budget is spent on facilities, including rent or mortgage payments, janitorial services and basic upkeep. Current rent varies from nothing to $20,000 per year. In spite of these high costs, locations are less than ideal (17% of centres are located in basements and 12% on second floors or higher). In order to allow centres to purchase facilities and thereby move away from variable rents it is recommended that a mortgage loan fund be established and administered by the Day Care Section.

8.3.2 Consumable Items.

Items such as food [8], and cleaning, toiletry and miscellaneous supplies make up 6.6% of the average day care centre budget. Nutritious hot lunches are considered to be an important and integral part of quality programming in day care centres (Chapter V). To encourage centres to provide hot lunches, additional funds must be made available. It is recommended that the extra costs incurred in their provision be incorporated in the maintenance/operating grant.

8.3.4 Equipment and other expenditures

Two per cent of the budget is spent on replacing equipment and replenishing craft supplies, 1.9% on administration including cost of office supplies, postage and telephone, .5% on audit fees, insurance premiums and advertising and .3% on inservice training for staff.

It is apparent that most centres are not able to upgrade staff salaries to the level suggested in the review, nor are they able to provide hot lunches, or adequate equipment given the present subsidy and grant structure. In the next section a way to alleviate some of the pressure on centre budgets and at the same time upgrade some aspects of program quality is considered.

8.4 Maintenance Grants

8.4.1 General Maintenance Grant.

One of the major recommendations of this report is the implementation of general maintenance grants. The reasons for these grants are:

1. To ensure that day care programs meet minimum requirements, as outlined in the report, such as hot lunch programs, and increased space requirements.

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[8] Day Care Section staff estimate food costs to be approximately 75¢ per day for one meal and two snacks.

2. To ensure that day care workers are paid at a rate comparable to employees with similar qualifications. The quality of a program is directly correlated to the training and experience of the staff. Poorly paid staff often results in high turnover rates which further reduces the quality of the program and can even have deleterious effects upon young children.
3. To ensure that staff/child ratios are lowered while maintaining the economic feasibility of quality care for those requiring it. This would keep the cost of day care within the financial reach of most working families who do not qualify for a day care subsidy.

A summary of the calculations of the maintenance grant is shown below.[9]

1) Hot Lunches

It is estimated that the average cost of a hot lunch is 63¢ per child per day. On the premise that some centres (20%) need to meet the total cost of providing hot lunches and that 80% of centres need additional funds it is estimated that the additional cost per space per month will be $6.39.

2) Upgrading Staff Salaries

If centres are to upgrade staff salaries to the P.S.C. rates discussed above it is assumed that the difference between the new rate and the old rate must be part of a maintenance grant. Given this assumption it is estimated that $55.30 per child space per month would be needed to bring day care staff salaries to equitable PSC rates.

3) Equipment Grants

If equipment grants were increased by a 10.6% inflation factor[10], the annual amount would become $550.00. The inclusion of the annual $550.00 in the monthly maintenance grant increases it by $1.53 per space per month assuming a 30 space centre.

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9 A more detailed discussion of these calculations appears in Appendix H which may be obtained by writing the Planning and Evaluation Branch, Saskatchewan Social Services.

10 It is estimated that the CPI will increase 10.6% in 1980-81/

4) Loss of revenues due to new space requirements.

This report recommends that the amount of space per child be increased to 50 square feet per child. If centres choose to remain in their present physical facilities, the new space requirements would mean that centres must decrease their licensed spaces by one-third and thereby suffer a loss of revenue from parent fees. In order to assist centres in achieving the new space requirements without suffering financial hardships, it is recommended that the maintenance grants compensate centres for loss of revenues. Approximately 933 children would be displaced by these higher standards (1/3 of 2800)[11]. Cost per space per month for loss of revenue is estimated at $56.30.

5) Higher staff/child ratios

If the staff/child ratios are to be increased more staff must be employed for the present number of children in the centre. However, the ratio will automatically be increased when centres reduce the number of licensed spaces to meet the new space requirements, while at the same time maintaining the present staff complement. Consequently, no financial incentive will be required in addition to that already outlined to cover lost revenue due to the new space requirements.

6) Total monthly maintenance grant per child space.

Hot Lunches	$ 6.39
Staff Salaries	55.30
Equipment	1.53
Space requirements	56.30
	$ 119.52

or $120.00 per month.

8.4.2 Variable Maintenance Grants for Infant Care

It has been recommended in this review that the staff/child ratio for infant care be 1:3. Additional funds for infant care will be required if centres are to meet this ratio. It is recommended that (in addition to the general monthly maintenance grant) a $60.00 per month maintenance grant per infant space be granted to centres approved for infant care.[12]

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[11] It is estimated by the Day Care Section that there will be 2800 spaces in 69 centres in the province by March 31, 1981.

[12] Further information regarding this calculation may be obtained by writing the Planning and Evaluation Branch, Saskatchewan Social Services.

8.4.3. Variable Maintenance Grants for Part-time Care

The Needs Study (1978) indicates that there is a need for better part-time day care. A substantial majority of part-time users (76.2%) were dissatisfied with their child care arrangements. Parents employed part-time or attending school for specified hours per week have difficulty in locating adequate day care arrangement as centres tend to opt for full-time users.

It is, therefore, recommended that a variable maintenance grant of $60 (1/2 x $120) per child space be phased in to cover the additional cost of providing part-time care. Centres may qualify for such a grant for up to 10% of their licensed spaces. This variable maintenance grant would be in addition to the $120 per child space maintenance grant which is available to all centres on the basis of licensed capacity.

In summary, maintenance grants should be available to all centres on a monthly basis. Certain centres will also be eligible to receive additional maintenance grants for infant and part-time care. Two methods whereby the government may retain some budgetary control over centres' allocation of funds pertaining to the maintenance grants are 1) through annual budget reviews and 2) through a limit placed on the user fee. Centres would be required to submit proposed and audited financial statements. To prevent day care fees from escalating beyond the affordable amount payable by parents, it is recommended that the government set a guideline in which the monthly fee set by individual centres may not exceed the average monthly day care fee as of March 31 of the previous year by more than 25%. This average fee may be calculated from audited statements obtained annually by the Day Care Section.

8.5 Funding of family day care homes

8.5.1 Standardizing Subsidies

The average fee charged by family day care providers as of March 31, 1980, was $173.00 per month (Day Care Section, unpublished statistics). The table below presents the range and average fees charged by the respondents in the Day Care Survey of July, 1980.

TABLE 26

Range and average family day care fees by type of care

	Range	Average fee
Infants	$150 - $250	$ 192.51
Preschoolers	$145 - $225	$ 188.20
School-age	$ 60 - $215	$ 133.25.

In 1979-80, the government contributed $584,820. to the family day care home program in the form of grants and subsidies or an average of $1,051.83 per space per year (556 spaces). The subsidy expenditures comprise the bulk of these costs or $1,041.76 per space per year. By comparison, the government contributed a total of $2,198,422.93 to centres or $908.13 per space per year (2243 spaces). Of this, subsidies amounted to $883.70 per space per year. The primary source of income for family day care operators is therefore derived largely from subsidies paid by Saskatchewan Social Services on behalf of low-income families.[13]

The following table illustrates the growth of subsidized spaces in centres and homes since 1977. The number of subsidized spaces in family day care homes grew at an average annual growth rate of 135.3% over the three years, compared to a rate of 28.9% for centres. It appears that an increasing number of low income families are choosing to use the family day care program.

TABLE 27

Growth of subsidized spaces

Fiscal Year Ending	Number of subsidized spaces	
	Centres	Homes
1977	655	64
1978	1022	232
1979	1093	383
1980	1403	443
Average Annual Growth Rate	28.9%	135.3%

[13] In 1979-80, 79.7% of the licensed spaces in family day care homes were subsidized compared to 62.6% in centres.

Family day care users are eligible for subsidies at a rate of 90% of the day care fee to a maximum of $120.00. while day care centre users are eligible for 90% to a maximum of $150.00. The actual monthly subsidy payments paid to centre users are in effect higher than those paid to family day care users (Table 28).

TABLE 28

Average Subsidy Payments, 1979-80

	Total Subsidies	Number of subsidized spaces (March 1980)	Amount of subsidy/space /month
Centres	$ 1,982,140	1403	$ 117.73
Family Homes	$ 579,220	443	$ 108.96

Low-income family day care users must therefore pay a larger portion of the fees from their own funds than is the case for centre users. First, the average day care fees are higher in homes than in centres and second, family day care users are eligible for lower subsidies. It is recommended that the subsidy structures be equalized in order that parents who use family day care not be financially penalized.

8.5.2. Start-up and Equipment Grants

At present, family day care providers are eligible for a $100.00 start-up grant at the time of approval. This grant is intended to assist the provider in purchasing appropriate equipment and toys. Depending upon the ages of the children, costs of equipment will vary. In the case of infants[14], large items such as cribs, playpens, walkers are essential. It cannot be assumed that the operator will have the resources to purchase these necessary items. Since the purchase of a single item such as a crib may exceed the $100.00 grant, this grant provides limited assistance in commencing the operation of a day care home.

[14] Family day care homes are the only approved infant care settings in Saskatchewan.

When considering an increase in the size of this start-up grant, one must be cognizant of the annual rate of turnover among providers (33%) as well as the tendency for 60% of the providers to remain in the program for an average of two years (Providers Survey Results, 1978). In order to alleviate any abuse of the start-up grants, it is proposed instead that grants for equipment be issued on an annual basis at the time of re-approval, according to approved child spaces.

Since there is no information on family day care home needs, calculations for this yearly equipment grant to family homes are based upon actual requests from day care centres for monies relating to equipment and craft supplies. This information was obtained from current Day Care Centre Start-up Grant Applications and would approximate the need in day care homes. It was estimated that centres requested approximately $45.00 per child for equipment and $28.00 per child for craft supplies. This represents a total of $73 ($75) per child space. On average, a family home cares for 3.8 children (Family Day Care Providers Questionnaire, 1980). On this basis it is estimated that each family home would receive approximately $285.00 for toys and equipment. However, family homes may be licensed for up to a maximum of eight child spaces. To alleviate the potential abuse of requesting the equipment grant and not filling the spaces, it is suggested that a ceiling of $400.00 be set. This maximum is calculated using the data from the questionnaires (1980) which indicate that approximately 69% of the licensed spaces in family homes are filled; 69% of the maximum equipment grant (8 child spaces x $75 = $600) is $414.00. Therefore it seems reasonable to set the maximum equipment grant at $400.00.

While family day care settings may be appropriate for handicapped or special needs children, family providers are not eligible for these grants. Reconsideration of current policy in this regard is necessary.

8.6 Income Test Changes[15]

The income point at which families must begin to pay an increasing proportion of day care fees (turning point) is presently set at $875 adjusted family income. Those families who have less than $875 adjusted income receive full subsidy at a rate of 90% of the fee to a maximum of $150 for centres and $120 for day care homes. It is recommended that, pending a further examination of the income test to make it equitable across income groups, the turning point be increased by CPI to $1175 per month, effective April 1, 1981. Further it is recommended that centres and homes have equal maximum subsidies so that parents choosing day care homes are not financially penalized and that the maximum subsidy be increased substantially to 90% of $230 (highest fee in Dec. 1980) or $210 for the 1981-82 fiscal year and indexed to the cost of living in subsequent years.

Parents are presently charged at least 10% of the fee for any day care service that they are purchasing. It is recommended that this practice be continued in order that parents retain some financial involvement until the income test examination is complete.

In summary, it is recommended that the maximum subsidy level be 90% of $230 ($210) for the next fiscal year and thereafter indexed, and that the turning point be increased to $1,175 per month, effective April 1, 1981. This income level should be indexed annually to keep pace with the cost of living. Also, this same maximum should apply to subsidies paid on behalf of children in family day care homes.

Subsidies are paid directly to the centre or the family day care provider on behalf of the low-income family. This is a requirement stipulated by the Canada Assistance Plan in order that the province be eligible for federal cost-sharing. Because of this requirement no changes are recommended in this area until the federal government revises its legislation.

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15 The income test is explained in Chapter III. Briefly, family income is adjusted downward by $100 per child under 18 and those families with less than $875 left receive full subsidy.

8.7 The Day Care Section of Saskatchewan Social Services

In 1979-80, the Day Care Section, Saskatchewan Social Services spent $224,804 (Table 25) in administration costs. This figure represents 7.5% of total government funding of the day care program. The greater part of this expenditure was allocated to staff salaries and benefits.

An expansion of the staff complement in the Day Care Section was discussed in Chapter IV. In this section, the cost of increasing the staff complement, as recommended, is outlined.

1. Assistant Director.

The responsibilities of this position are to assist with the managerial tasks of the director and to act as director in his/her absence. The assistant director would be classified as an Administrative Officer III with a monthly salary of approximately $1833. The annual salary would amount to $21,996.

2. Development Officers.

It is proposed that six new Development Officer positions be created to allow for a concerted effort toward the development of new centres and family home spaces in the province. This position is classified as a Social Service Worker II with a monthly salary of approximately $1431 or $17,172. per year.

3. Program Consultants.

Four additional consultants and two supervisors are necessary to provide the support services to the day care community in the areas of business management, program quality, and inservice training. Each position would be classified as a Standards Consultant with a monthly salary of $1788 or $21,456. per year.

4. Clerical Staff

It is recommended that nine clerical staff be added to the Section over the next 5 years, and that one clerical position be added to the Operations Branch, Income Support Division, in the 1981-82 fiscal year. These positions will be classified as Clerk Steno II's with monthly salary $1022 or $12,300 per year.

5. Special Staff.

Four additional staff have been identified as essential in the delivery of services to the community. A Research Officer would be located in the Planning and Evaluation Branch and an Information Officer in the Information and Public Relations Branch. In addition an Administrative Officer and a Resource Librarian would be located in the Day Care Section.

The Information Officer would fill the much needed role of publicizing the provincial day care program and disseminating information to the public as requested. This position would have a monthly salary of approximately $1570 and a yearly rate of $18,840.

The Administrative Officer, Day Care Section, would supervise the grant system, be involved in budget preparation and supervise the clerks. The position would facilitate the cumbersome process of grant applications which the Consultants and Development Workers must now administer. The classification for this position would be at the Administrative Officer I level with a monthly salary of $1488 or $17,856. per year.

The Resource Librarian would develop and assemble a collection of resource materials and equipment particularly essential to a day care program. These materials would be available for loan to centres and providers as requested. The monthly salary for the librarian would be $1569 per month or $18,828 annually.

8.8 Other Areas of Program Expansion

8.8.1 Inservice Training

Consultants in the Day Care Section will have the primary responsibility for organizing and implementing an inservice training program for day care centre staff, directors and board members and for family day care providers. In order for members of these groups to attend training sessions without loss of pay, a fund for staff and board member attendance is essential. The calculation of the necessary funds would involve the following considerations:

1. a) Wage Fund

   Wages for directors, staff, providers in attendance x average daily wage of each group x 2 days of training.

   b) Fund for board members

   Honoraria x number board members x 2 days of training.

2. Honoraria Fund

   To accommodate the numbers of day care personnel at least 10 training sessions of 2 days each will be required. During these sessions, resource personnel, speakers, workshop leaders will be involved in the training. A fund for honoraria might be calculated as follows:

   10 sessions x 2 days x $100 = $2,000.00.

3. Facilities and Miscellaneous Supplies

   Facilities for training sessions are required. Miscellaneous supplies might include items such as coffee, craft materials, printed matter. Calculation of monies for these items follows:

   10 sessions x 2 days x $100 = $2,000.00.

   Calculations of Inservice Training Fund =

   (Wages funds + Honoraria funds + Facilities funds).

In addition to improved and extended Saskatchewan Social Services inservice training activities for existing staff and board members, this report has recommended competency-based training programs which address preservice and inservice training. Educational loans and bursaries may become available for such courses from the federal government (presently being examined by the Federal/Provincial Task Force on Student Assistance). Another possible source of revenue may be the Non-government Organization Bursary Fund administered by the Community Service Branch of Saskatchewan Social Services. However, this budget consisting of only $20,000/fiscal year, is available to all non-governmental agencies funded by Saskatchewan Social Services and would therefore provide only minimal assistance. It is suggested that the government consider increasing the amount of the fund in an attempt to assist more day care staff to upgrade their qualifications.

8.8.2 Pilot Projects

Since it is anticipated that satellite day care and group family day care could become valuable components of the present day care system, it is proposed that pilot projects be implemented to determine their feasibility.

Consultants would be responsible for planning and making appropriate proposals for the pilot projects in the 1981-82 fiscal year. For the subsequent year, it is proposed that at least four pilot projects be implemented in the province. Budgets must allow for costs related to public relations, community development, additional staff (project co-ordinators or administrative officers) and related expenses (for example, travel expenses). Each of the projects will undoubtedly have unique features and will require particular budget items, therefore, budget requirements will vary according to type of program offered and required staff complement. The projects must be evaluated in future with a view to expanding these areas of programming if they prove beneficial.

8.8.3 Loan Guarantee Agreements

Community groups and boards of directors have identified 'facilities' as one of the main difficulties encountered in starting up centres. Suitable and/or adequate facilities are frequently not available for day care purposes. If monies were accessible to boards for the purchase of buildings, some of the problems in locating appropriate facilities would be alleviated. It is recommended that a fund from which boards may obtain loans for downpayments be arranged. It would be necessary in the 1981-82 fiscal year to determine the type and amount of fund required to provide low cost loans to groups wishing to purchase facilities.

Alternatively, the government could provide an outright grant of, for example, 12% of the total mortgage (similar to the funding of special care

homes) to cover the downpayment. This option alleviates administrative details to some extent, however, it entails high costs related to its administrative components (applications, payments, approvals, and audits). It would require a full-time Administrative Officer to develop a proposal and implement the program. It would be advantageous to review the loan guarantee structure set up by the Department of Co-operation and Co-operative Development for co-operative organizations and the potential of tapping its resource fund. Unless altered, the use of this fund would not meet the needs of day care centres established as non-profit societies and corporations.

8.8.4 Transportation

Safe transportation for field trips and special events has been identified as a problem. Funds could be made available for centres of groups of family day care providers to rent buses or special vehicles for outings. Centres could apply for transportation grants based on number of spaces. Alternatively transportation considerations could be included in the monthly maintenance grant. Further, the issue of transportations subsidies should be re-examined as a way to help low income families meet the extra cost of transporting children.

8.8.5 Resource Centres

Centres/homes lack toys, equipment and other resources in their attempts to operationalize quality programs. A resource centre has been recommended where large play equipment and special resource materials might be made available on a rotating basis. Plans should be developed for a lending library to operate from the Day Care Section.

In summary, this chapter has concentrated on detailing the fiscal requirements necessary in improving the quality of day care services, increasing the quantity of spaces and making day care more affordable and accessible to those parents who require it.

CHAPTER IX

9. CONCLUSION

This review addressed the issues of quality, quantity and affordability with respect to four major day care components: administration, program quality and training, facilities and finances. Each of these components as they relate to the present day care program in Saskatchewan has been assessed. Recommendations and alternatives were presented throughout the report.

Data, collected from several sources, formed the basis of the review. Questionnaires and interviews were undertaken with many sectors in the day care field: directors, day care centre staff, home providers, Day Care Section personnel and the Day Care Advisory Board members. Two other studies: The Day Care Needs Study (1978), The Day Care Users Study (1977), provided quantitative data from a more extended data base. Data was also obtained from briefs submitted to the Day Care Liaison Committee (See Appendix F for a list of submissions) and relevant literature.

9.1 The Value

Quality day care, contrary to traditional views, can offer a setting in which children attain social skills more quickly than their home-reared peers (Harper 1978). Studies of children in such settings frequently show no deleterious intellectual effects (Fowler and Khan, 1978; Cochran 1977; Doyle and Somers 1978). In fact, children from disadvantaged backgrounds often show initial gains in intellectual development in group care settings. Also contrary to traditional thinking children in group care do not suffer emotionally from maternal separation (Moskowitz, Schwartz and Corsini 1977). In short, quality care can have beneficial effects on a child's social, emotional and intellectual development.

Aside from the potential educational value, day care may serve a social and economic service. It can be a social service to children who suffer emotionally and even physically in unfavorable home situations.

It can be an economic service to single parents for obvious reasons, to families who need two salaries to make ends meet and to employers and whole nations in times of acute labour shortage.

9.2 The Need

There has been a consistent rise in the number of spaces and centres since the inception of the Saskatchewan day care program in 1971. The number of centres has increased from 30 in 1971 to 56 in 1980 (an increase of from 636 to 2243 spaces). There has been an even greater proportional expansion of day care homes since 1976 when they numbered 2, to 159 in 1980 (from 6 to 556 spaces). During the same period government expenditure on centres and homes has expanded from $18,854 to $2,783,243. While there has been an obvious substantial increase in the number of centre/home spaces and in public expenditures, these expansions have not kept pace with public need and demand for day care.

The Day Care Needs Study (1978) investigated day care need and demand in Saskatchewan. It was concluded in this study that 91.9% of children in care were in unregulated settings, and were therefore outside the jurisdiction of the Saskatchewan day care program.

The Needs Study estimated that the minimum day care need in Saskatchewan was 14,227 spaces. As of March 1980 only 3,068 spaces existed, 585 of which were under the jurisdiction of the Department of Northern Saskatchewan. From this it can be concluded that the Saskatchewan day care program needs considerable expansion. If the need for quantity is to be satisfied and, at the same time if the program is to be made affordable, more government funding is required.

9.3 The Structure

9.3.1 Day Care Section

The current Day Care Section staff complement cannot meet public expectations for more day care spaces. However, even with insufficient staff the Saskatchewan day care program has grown continuously since 1971.

At present, 10 development/licensing workers and 2 consultants attempt to handle the many aspects of centre development, monitoring, licensing and inservice training.

To ensure that current needs are met and future expansion is possible, it was recommended that the Day Care Section staff be increased by the addition of an Assistant Director, six Development Workers[1], four Consultants, an Information Officer[2], a Resource Librarian and 9 clerical positions. It was also recommended the Research Officer position currently in the Day Care Section be transferred to the Planning and Evaluation Branch and that one clerical position be included in the Income Security Branch to facilitate the administration of the parent subsidies. It was further proposed that the new administrative structure of the Section change to resemble that of the Development Division, Department of Co-operation and Co-operative Development. This proposal entails the decentralization of the Development Workers to the regions, to ensure direct and intimate exchange of information between Section staff and day care directors and staff, family providers and various day care interest groups.

9.3.2 Day Care Centres

Saskatchewan legislation recognizes only parent controlled day care centre boards. While this provides for optimum parent control it also creates enormous barriers to the smooth operation of most centres. Working parents lack the time to become sufficiently involved in the daily operation of the centres and often do not possess the management and administrative skills needed to establish and operate a centre. Additional staff in the Day Care Section would alleviate this problem to some extent.

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[1] This would bring to 16 the number of development workers. Eight positions would be responsible for licensing/operations and eight would be responsible for new development work.

[2] This position would be placed in the Information and Public Relations Branch.

In order to overcome some of the drawbacks of a parent-controlled model the recommended alternative proposed in this review was control by a community board. This alternative would enable interested groups and organizations to establish day care centres. While such a model would also encourage parents to assume some board responsibilities, it would free many of them to assume a wider range of involvement opportunities in the centres. Steps should be taken, however, to avoid the possibility of total elimination of parental input in some centres.

9.3.3 Family Day Care

The isolation of family providers represents a major problem with the current structure of the family day care program. Providers are not protected by labour legislation, are poorly paid, lack status and are unorganized. They repeatedly raise concerns over the inadequacy of support given to them. Inservice training on a systematic and regionalized basis is lacking. In addition subsidies to homes are lower than to centres, equipment grants are minimal and special needs grants are non-existent. It can be concluded that additional financial, educational and supervisory support in the family day care program is required. Much of this addresses the need to expand the Day Care Section which would encourage more responsive communication and support. It also emphasizes the necessity of increased funding so that quality working conditions for providers and quality care for children is guaranteed. With these new supports, it is anticipated that more stability will be added to the family day care program.

To augment the present structure of day care and the provision of specialized services, the review recommends the investigation of two alternative day care models through pilot projects. Satellite homes, a formation of day care homes around a centre, has the potential of offering more support to day care homes and greater consistency of care to children. Mini centres, an expanded family day care home, offers a structure amenable to rural needs, and part-time care.

9.4 The Quality

The focus of the Saskatchewan day care program must be broadened if a truly quality program is to be realized in the province. Quality programs must not only meet the needs of parents and other adult groups but also the needs of children.

Probably the single most important factor in program quality is the qualifications of the day care staff and relatedly the ratio of staff to children. Ratios must ensure that optimum levels of individualized care and attention is provided and that social interaction among children is promoted. Of necessity, ratios for younger children and especially infants must be higher to allow for their greater care requirements. To guard against over-stimulation, regulations for maximum group size are also essential. Recommendations of the review for staff-child ratios range from 1:3 for infants (0-2 years) to 1:12 for 9 - 12 year-olds.

Child-related training and experience are major aspects in the quality of day care staff. Two training routes are available - inservice and preservice. Both must be utilized if a quality program is to be developed.

Although preservice post-secondary training does not guarantee optimal staff competence it is an excellent method of developing the theoretical and practical foundations for future staff growth. While Saskatchewan does not have a course as yet, one is in the developmental stages for implementation in the Kelsey Institute of Applied Arts and Sciences, Saskatoon in September, 1981. It is important that this course have a practical aspect, therefore an affiliated model day care centre is an essential feature.

The provision of an extensive inservice program by the Day Care Section would assist in bringing continuous upgrading and innovation to the areas of programming and planning. Section staff must ensure the provision of a high quality inservice program to all sectors of the day care field. Such a program must also be responsive to the needs of those currently employed in day care and dovetail with the emphasis of the preservice post-secondary program.

It is crucial that day care staff skill levels not be measured solely by academic standards. In all fields, but especially in the care of young children, practical competency is invaluable and should be recognized. It is therefore imperative that the competencies as well as the educational background of staff be recognized. To encourage this balance between expertise and training, the establishment of a certification board made up of membership from day care associations and from Saskatchewan Social Services and Saskatchewan Continuing Education is recommended.

Considerable attention must be paid to extending the quality program to meet the particular needs of infants, school-age, native and special needs children. The needs of each of these groups are presently being largely ignored.

An important support for enriched programming in both centres and family day care homes is the availability of various resource personnel. A network of government and community resources, ranging from nutrition information to a variety of cultural and entertainment pursuits would be an important asset to day care programming. It is recommended that the co-ordination and promotion of these activities lie with the Day Care Section.

9.5 The Facility

In Saskatchewan the majority of day care facilities are inadequate. Many centres are located in basements, many have a limited supply of natural lighting, many lack an adequate outdoor play space and many have inadequate equipment and supplies. While the review makes recommendations regarding indoor and outdoor space, toilets, kitchen facilities, lighting, storage, sleeping and isolation areas and staff space, it also recognizes that it is impossible to impose new regulations on centres without a concomitant increase in provincial funding. For this reason most of the recommendations are qualified, requiring increased provincial funding for their eventual implementation.

In order to make equipment, especially expensive or large equipment available to all centres, it is proposed that a lending resource centre under the jurisdiction of the Day Care Section be established. In this way a variety of resources would be made available without the imposition of additional financial burden on centres.

Alternative sites for day care facilities must also be examined. Presently most centres are located in churches, private homes and community halls. Two alternative sites are the school and workplace. Although there are many problems with employer sponsored day care, the siting of day care at safe and accessible workplaces should be encouraged. A case in point is government. In the construction of new government structures consideration should be given to the accommodation of day care centres. The same point bears repeating with respect to the construction of new schools. Although jurisdictional problems arise with any discussion of schools and day care, it should be noted that school sites are more amenable to the care of children than most other options.

Transportation is a problem which is also related to the siting of day care. Although it is recommended that day care centres be neighbourhood-based, until such a program is fully developed the transportation of children will continue to be a problem for parents, especially those of limited means. A re-examination of transportation subsidies is therefore encouraged. The transportation needs of centres is also a neglected area. As an essential feature of quality programming, centres must have the resources to provide occasional outings for the children. A fund for the rental of buses or vans is therefore recommended.

9.6 The Financing

Of course, essential to the expansion and improvement of any program is funding. The current level of start-up, equipment and Special Supervision grants do not meet the budgeting needs of day care centres.

For example, centres receive a $400 per space start-up grant whereas it is estimated that the real cost is at least $650 per space. Annual equipment grants of $500 are not tied to the size of a centre. On the basis of a 30-space centre this represents only $1.39 per child space per month for craft supplies and toy replacement.

To ensure that quality care is made available and affordable while at the same time improving staff wages and benefits, a system of maintenance grants is required. For the 1981-82 fiscal year it is recommended that this grant be $120 per space per month. Additionally, in order that the program be expanded to include infant and part-time care it is necessary that variable maintenance grants of $60 per month for these two groups be implemented gradually over the next few years. For family day care homes, it is recommended that the start-up and equipment grants be combined and issued on an annual basis in the amount of $75 per space, not to exceed $400 in total.

The Saskatchewan day care program must be made affordable to more people. To accomplish this, the maximum subsidy and the turning point must be increased. The maximum subsidies of $150 for centre users and $120 for day care home users are no longer adequate. It is therefore recommended that the maximum subsidy for centres be raised to 90% of the present highest day care fee ($230) or $210 and be indexed annually thereafter. Also, it is recommended that the maximum family day care subsidy be equivalent to the maximum centre subsidy so that all forms of care are equally accessible to all families. Relatedly, it is recommended that the turning point be increased to $1175 to make licensed day care services financially accessible to more families. While it is recognized that a turning point of $1175 is not a panacea for all problems facing low income families, it will begin to provide a larger range of child care options to many families.

9.7 Overview

In summary, although there has been a significant increase in spaces and in government expenditures, the Saskatchewan day care program remains underdeveloped, both in terms of numbers of children in

Saskatchewan who have working parents and in terms of day care development across the country. In order to increase the number of spaces to meet the demand, Day Care Section staff must be increased and government expenditure in this area must be reassessed. If the operation of day care centres is to be economically viable, core funding or maintenance grants should be implemented so that some degree of financial security is possible.

The quality of day care, in terms of human and environmental resources, must be enhanced if children are to fully benefit. Training, through both inservice and preservice programs, must be available to all staff and certification must recognize both competencies and training. Accordingly, day care staff cannot continue to be among the lowest paid workers in the province. As more day care workers become certified and salaries become commensurate with levels of expertise, it is expected that the present turnover rates among day care workers will be substantially reduced.

Day care quality will also be enhanced through improved staff/child ratios, through indoor and outdoor space requirements and by having better equipped day care facilities. In order to ensure that this occurs, a fund for relocation and/or renovation is recommended. Community-based centres with an emphasis on increased spaces for infants, school-age, native and special needs children will assist in making centres more accessible to all families.

Affordability of day care is increasingly becoming an issue. In order to overcome the financial burden which day care currently imposes upon lower and middle income families, maintenance grants, similar to those already in place in Alberta and Manitoba are recommended. Financial assistance to lower income families must also be maintained by increasing the maximum subsidy and the turning point to keep pace with the cost of living.

Although the Saskatchewan day care program will become a leader in the country with the implementation of the changes proposed in this review, a gap will continue to exist between need and supply and cost and affordability. These changes must therefore be seen to represent only a

starting point from which the program can begin to move over the next decade. In taking this initial step forward, the province has moved far beyond the recognized parameters of the Canada Assistance Plan, the vehicle through which the province is eligible to receive 50% federal reimbursement. This failure of the federal program to keep pace with changing societal standards must be raised with the federal government. Hopefully, some balance to the levels of federal and provincial funding can be restored in the near future.

9.8 Future Directions

The need for a more comprehensive examination of the generally underdeveloped social policy area for children appears needed. The formulation of policy and program approaches in the area of children's services has, too often, received little priority and is therefore never adequately funded. This is compounded by the fragmented jurisdictional nature of these services. There is definitely a need to give the welfare of children priority and to promote more overall co-ordination of the many services currently available for children in Saskatchewan.

The Saskatchewan day care program, as one component of services to children, shows symptoms of this general under-development and lack of co-ordination. There is a need in the future for government departments and community organizations to take a more co-operative and supportive position toward day care, and for all parties to adopt a more co-ordinated approach.

It is hoped that as day care services expand and become more co-ordinated that there will be some movement toward service on a universal, free basis in the same vein as our health and educational services are currently provided. This universalitity would obviously not connote compulsion as the choice of care would always remain with the parents. However, universal free day care is the only way to make it truly accessible and affordable to all sectors of society. With the right mixture of government, parent and community input quantity and quality can also be guaranteed. In the final analysis, the primary benefactors of a readily accessible, quality program will be the children of Saskatchewan.

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INTERVIEW SCHEDULE

Children's Librarian, Moose Jaw Public Library.
Telephone interview, Regina, August, 1980.

_____, Regina Public Library.
Telephone interview, Regina, August, 1980.

_____, Saskatoon Public Library.
Telephone interview, Regina, August, 1980.

Day Care Centre Directors. On site interviews.
Saskatchewan, July, 1980.

Day Care Unit, Director. Department of Social Services and
Community Health, Province of Alberta.
Telephone interview, Regina, August, 1980.

Day Care Section Personnel. Saskatchewan Social Services.
Personal interviews. Regina and Saskatoon,
July, August, 1980.

Executive Assistant, Saskatchewan School Trustees Association.
Telephone interview, Regina, August, 1980.

Family Day Care Providers. Telephone interviews.
Regina, 1980.

Professor, Institute of Child Guidance and Development.
University of Saskatchewan. Personal interview,
Saskatoon, July, 1980.

Provincial Day Care Advisory Board Members.
Telephone interviews. Regina, 1980.

Research Officer, Department of Co-operation and Co-operative
Development. Telephone interview,
Regina, August, 1980.

Special Education, Chief. Department of Education.
Telephone interview. Regina, August, 1980.

Special Projects Director, Policy, Planning and Special Projects,
Department of Education. Telephone interview,
Regina, August, 1980.

LIST OF BRIEFS AND SUBMISSIONS

1. Anderson, Gailmarie. Board of Directors, Melfort Day Care Co-op, Melfort.
2. Bantjes, June . 917 - Temperance Street, Saskatoon.
3. Barnsley, Catherine.
4. Bennet, Abra. Regina.
5. Bergles, Frances. Dow.
6. Gliss, Lynda, M. Prince Albert Women's Work Co-operative Association.
7. Bloom, Barbara. Institute of Child Guidance and Development, University of Saskatchewan.
8. Bokshowan, Marlene and Hunker, Clint. Day Care Workers, Parents' Day Care Co-operative Ltd., Saskatoon.
9. Boulton, Ann. Saskatoon.
10. Borrah, David. 1112 - Henleaze Avenue, Moose Jaw.
11. Borrah, David. Light and Life Day Care Centre, Moose Jaw.
12. Bros, Anna. Box 37, Marengo.
13. Burton, Sharon. Box 42, Springwater.
14. Campus Daycare Centre. University of Saskatchewan, Saskatoon.
15. Canadian Association for Young Children. P.O. Box 71, Regina.
16. Canadian Mental Health Association (Saskatchewan Division). Regina.
17. Caswell, Gay White. Renaissance Saskatoon Co-ordinator, 422 - 24 St. W., Saskatoon.
18. Cawsey, E.R. ABC Day Care Centre, 60 Athabasca Street, East, Moose Jaw.
19. Cheney, Linda Lee. 90 Cartier Cres., Saskatoon.
20. Childrens Community Society. Board of Directors, Saskatoon.
21. City Centre School Age Child Care Co-op. Saskatoon.
22. Cobbledick, C.B. Saskatoon.
23. Cosmo Civic Centre Co-op Day Care Staff. Saskatoon.
24. Denis, W. Saskatoon.
25. Dirks, G. 6202 - 4th Avenue, Regina.
26. Dueck, Rosemarie. Saskatoon.
27. Dyck, Doreen. Family Day Care Providers, Prince Albert.
28. Durham, Mary. University Co-op. Daycare, Room 117, College West Bldg., University.
29. Exner, George. Regina.
30. Fahlman, Peggy. Child Care Centre Co-operative Day Care.

31. Family Day Care Providers. Prince Albert.
32. Family Day Care Providers. Regina.
33. Federow, Joan. Parents Day Care Co-operative, Saskatoon.
34. Fritzler, Lois. Regina Day Care Association.
35. Gilbert, Elanna. Regina.
36. Galaiy, Lancien. Bo-Peep Co-operative Daycare, Regina.
37. Griffiths, Ruth. Saskatchewan Action Committee, Status of Women, Prince Albert.
38. Grzybouski, Mrs. S. Box 386, Hafford.
39. Gurry, Louise. Saskatoon.
40. Halina, Margie. Saskatoon.
41. Harris, Mariannna. Regina.
42. Hillsdon, Gerda. United Church Women, Regina.
43. Holgate, Edward. Saskatoon Legal Assistance Clinic Society.
44. Hollinger, Brenda. Yorkton.
45. Hopkins, E.I. Conquest.
46. Hughes, Helen. Saskatoon.
47. Ivanochko, Liz. Regina.
48. Jackson, R.V. Massey Road Day Care Society, Regina.
49. Jensen, E. Melfort.
50. Kell, Janice. Saskatoon and District Labour Council.
51. Keyser, Pat. Landis Status of Women.
52. Kohlman, H. Carlton Trail Community College, Humboldt.
53. Lee's Creative Workshop Society, Prince Albert.
54. Little, Carol. Prince Albert Branch of the Canadian Mental Health Association.
55. Little, Donika. 43 Sandison Crescent, Regina.
56. Luke, Anne. Early Learning Centre, Regina.
57. McCann, Linda. Women's Directorate, University of Saskatchewan.
58. McCrea, Nancy. Box 80, Landis.
59. McIvor, Janice. Box 2481, Prince Albert.
60. McKee, Bruce. Action Child Care, Saskatoon.
61. McNeil, Donald E. Community Counsellor. Community Health Center, Community Health Services Association, Regina.
62. Machin, Myrna and Ralph. 2635 - Kliman Crescent, Regina.
63. MacDonald, Margaret. Saskatoon.
64. MacDougald, Phyllis. 111 Cambridge Avenue, Regina.

65. Maguire, Rene. 119 - 1128 McKercher Drive, Saskatoon.
66. Martin, Judith. 515 - 9th Street. East, Saskatoon.
67. Mary Fisher Day Care. Saskatoon (centre staff).
68. Mayer, Gordon, K. Turtle Park Day Care, 3301 - Robinson St. Regina.
69. Miller, Helen. The Twenty-Four House Child Care Co-operative Ltd., 1561 - Elphinstone St., Regina.
70. Miller, Sharon. 25th St. Childcare Co-operative, Saskatoon.
71. Mowchenko, J. Family Life Saskatchewan Society, 1248 Pascoe Drive W. Moose Jaw.
72. Moose Jaw and District Labour Council. Moose Jaw.
73. Moosehunter, Freda. Saskatoon.
74. Neil, Margaret. Saskatoon Child Care Association, Box 8087, Saskatoon.
75. Nadler, Georgina. 320 Hamilton St. Regina.
76. Norman, Dayle. 1218 - Colony Street, Saskatoon.
77. O'Neill, Christopher. Melfort Day Care Co-operative.
78. Ortan, Joanne. 1001 Aird Street, East, Saskatoon.
79. Outreach Employment Services. Regina.
80. Owen, D. 1512 - 92nd Street, North Battleford.
81. Painchaud, Ghislaine. Lee's Creative Workshop, Prince Albert.
82. Parents. King Edward School Area. Saskatoon.
83. Pauls, Martha. Box 37, Glenbush.
84. Popplewell, Carol. Spadina Co-op. Day Care, Saskatoon.
85. Poulin-Denis, Jeannine. Saskatoon.
86. Prince Albert Child Care Association. Prince Albert.
87. Quintal, Jerline. Association of West Central Native Women, Box 2481, Prince Albert.
88. Reamsbottom, Iris. 2810 Montague Street, Regina.
89. Regina Day Care Association. Regina.
90. Regina Native Women's Association. 2907 - Dewdney Avenue, Regina.
91. Regina Plains Community College. Regina.
92. Regina Status of Women. Box 3551, Regina.
93. Reliance Day Care Centre. Regina.
94. Reynolds, Marge. Indian and Metis Friendship Centre, 168 Wall St. Saskatoon.
95. Reynolds, Yvonne. Action Child Care, Saskatoon.
96. Rice, Isoble. Prince Albert Child Care Co-op. and South Hill Child Care Co-op., Prince Albert.

97. Rice, Isoble. Tiny Tot Child Care, Prince Albert.

98. Riches, Graham. Community Education Centre, Faculty of Social Work, University of Regina, 233 - 22nd Street, East, Saskatoon.

99. Rothenburger, Helen. 312 - Cooper Crescent, Saskatoon.

100. Saskatchewan Advisory Council on the Status of Women. Department of Labour, 3130 - 8th Street, East, Saskatoon.

101. Saskatchewan Division of the Canadian Union of Public Employees. Regina.

102. Saskatchewan Federation of Labour. Regina.

103. Saskatchewan Working Women. Saskatoon local.

104. Saskatoon Native Women. Saskatoon.

105. Saskatoon Public Library Employees. Saskatoon.

106. Saskatoon Region Community College. Board of Directors, Saskatoon.

107. Saskatoon Self-Help Council. Saskatoon.

108. Saskatoon Women's Health Collective. Saskatoon.

109. Saskatoon Women in Trades. Saskatoon.

110 Sass, Joanie. Regina.

111. Sawatsky, Dorothy. Regina.

112. Schaffel, Diane. 725 - 11 Street, East, Saskatoon.

113. Schmeichel, Dale R. Saskatoon.

114. Schmeichel, Dale R. on behalf of Downtown Childcare Co-operative, Saskatoon.

115. Schuman, Ruby T. 12 Simpson Crescent, Saskatoon.

116. Schuman, Clair. #16 - 920 - 9th Street, East, Saskatoon.

117. Scissons, Linda, L. Saskatoon.

118. Siemens, A. Medstead.

119. Simpson, Edith C. 1015 - Osler Street, Saskatoon.

120. Sloan, Jean H. Health, Sanitation and Social Services Committee of Lloydminster City Council, 5011 49 Avenue, Lloydminster, Saskatchewan-Alberta.

121. Smith, Lorraine. Downtown Childcare Co-operative, Saskatoon.

122. South Hill Child Care Co-op. Prince Albert.

123. South West Day Care Centre. 514 Lillooet Street, West, Moose Jaw.

124. Spadina Childcare Co-operative Association. 838 Spadina Crescent East, Saskatoon (Centre Staff).

125. Spadina Childcare Co-operative, Saskatoon.

126. Staff. University Day Care Co-operative, Regina.

127. Stewart, Larry. Parents Day-Care Co-operative, Saskatoon.

128. Students of Regina Plains Community College. Regina.

129. Tadman, L. Lee's Creative Workshop Society, Prince Albert.

130. Thatcher, Richard W. Saskatoon.

131. Thue, Vern and Joyce. Wee Care Nursery, 223 McIntosh Street, Regina.

132. Tracey, Martha. Box 64, Churchill Park, Moose Jaw.

133. University Employees' Union. CUPE, Local 1975, Room 21, McLean Hall, University of Saskatchewan.

134. Unsigned letter.

135. Vicks, Keith. Regional Employment Development Program, 304 - 245 - 3rd Ave. S., Saskatoon.

136. Wasylenka, Karen. Interval House, 211 - 5th Avenue, North, Saskatoon.

137. Waygood, Kate. 207 - 9th Street, East, Saskatoon.

138. Wessel, Wilma. Prairie Christian Training Centre, P.O. Box 159, Fort Qu'Appelle.

139. Wilkinson, Brenda. parents on subsidy, Lee's Creative Workshop, Prince Albert.

140. Wilson, Michael, R. 515 Albert Avenue, Saskatoon.

141. Wilson, Vicki. Saskatoon Native Survival School, 230 - 23rd Street, East, Saskatoon.

142. Wolf, Jane. School Children's Co-operative Day Care, Regina.

143. Women Exploring. 136 Avenue, F., South, Saskatoon.

144. Working for Women. 226 - 20 Street, East, Saskatoon.

145. Younghusband, M. 970 - Dorothy Street, Regina.

146. YWCA. 1940 - McIntyre Street, Regina.

147. YWCA. 220 - 24th Street, East, Saskatoon.

148. Zacharuk, Ivan A. Saskatchewan Government Employees Association, Regina.

149. Zorn, Marlene L. Mebs. Communication Workers of Canada, Local 1, Regina.